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NATIONAL GUIDANCE

REPORT

1913-1916

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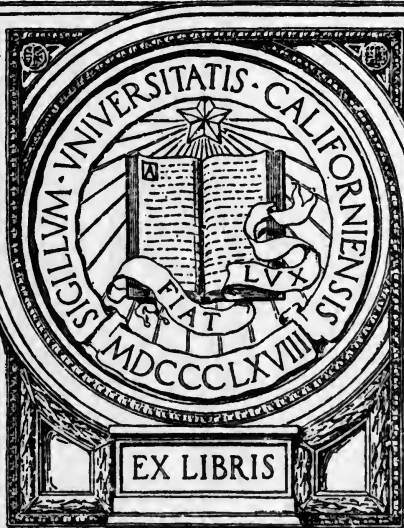


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Vocational Publication No. 2

ANNA Y. REED

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VOCATIONAL GUIDANCE REPORT 1913-1916

BY

ANNA Y. REED, Ph. D.

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Vocational Publication No. 2

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FOREWORD

Three years ago, the school management, under authority of the Board of Directors, entered upon an inquiry as to why boys and girls leave school, what and how they do after leaving, and what the schools might have done to equip them better for earning a living. This inquiry was conducted under the direction of Mrs. J. A. Reed, whose first report "Seattle Children in School and in Industry," published in 1915, pointed clearly to the need of further investigation. This present report, though not conclusive in its findings, is yet so indicative of educational shortcomings and of possible remedies as to be very suggestive.

The publication of the report is justified by the fact that many teachers and the public generally are interested in the problems which it discusses and because it presents a serious and continued study of conditions and effects in school and in industry.

It is probably the first attempt of a school system, undertaken through its own instrumentalities, to survey and publish conditions as found.

Whatever view may be taken of it, the report treats vital issues, which are of concern to children, homes, society and industry, and addresses them squarely.

November,
1916

NATHAN ECKSTEIN,
President, Board of Directors
Seattle School District No. 1

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LETTER OF TRANSMITTAL

The Board of Directors and Superintendent Frank B. Cooper, Seattle School District No. 1.

Gentlemen:

This report terminates the vocational research undertaken by the Board in September, 1913.

It is submitted in accordance with your instructions of July 1, 1915, to study the advisability of vocational guidance in connection with the public school system; to recommend plans for the organization of vocational guidance, and to suggest any changes in the school system which this new interpretation of education might indicate as desirable.

In no sense of the word have I attempted a survey of the educational system. The fact that I do not mention much that is good does not indicate that I am either unconscious or unappreciative of it, but rather that I have confined myself strictly to the letter of your instructions, which were "to suggest changes."

I lay no claim, in this report, to scientific research. I have had no definite plan for investigation, but rather have pursued a policy of "watchful waiting." When suggestions have come to me I have followed them for what they might be worth, but I have not scientifically and systematically sought suggestions for change. On the other hand, I have presented only such facts as I have evidence to support and as I believe to be open to verification from other sources.

The assistance of the teaching corps has been offered as generously and in some instances more generously than could be expected considering that the work is entirely new and that the average educator

has not yet acquired the necessary background for interpreting the movement in terms of education. I appreciate fully the sympathy and encouragement which have been given by the superintendents and supervisors at the central office, and I desire also to recognize to the full limit my obligation to Mr. Wm. McAdam of the business department.

Respectfully submitted,

ANNA Y. REED.

Seattle, Wash., July 1, 1916.

SCOPE AND PURPOSE OF INVESTIGATION

In September, 1913, at the request of the Board of Education, I undertook, as a volunteer worker, a study of the number, age and type of pupils who had dropped out of the public schools without completing the full twelve-year course, and their reason for so doing. The occupations entered by these pupils and the degree of success with which they were meeting their vocational responsibilities were also studied.

The purpose of this study was to ascertain whether the material and method of our school curriculum were adapted too largely to the school problems of pupils, or whether it were also helpful to them in adjusting to life's problems; whether by the use of different materials and methods we might be of more permanent service to the eliminated pupil.

No definite period of time was designated for the completion of the task. It is now three years since its inception. In April, 1916, a preliminary report was submitted to the Board and a bona fide vocational department was established to take the place of the experimental department, July 1, 1916.

Research work began in September, 1913. The first step was visitation in the homes of 919 pupils who had left school during the year. Facts were secured regarding the educational and economic status of the family, the point of view of the parents as to school efficiency and home co-operation and the business successes and failures of members employed. Employers were visited to secure their estimate of this same school product.

The results of this study were summarized at the end of the year 1913-14 and were published by the Board in February, 1915, under the title "Seattle Children in School and in Industry." Additional

study has emphasized the validity and importance of some of the recommendations made at that time.

Without premeditation on my part, or on the part of others, a project which was originated for purely research work gradually altered in character so that, prior to the completion of the first report, vocational guidance, in the form of personal interviews, was occupying no inconsiderable portion of my time. These personal calls were responded to as they came, first a few at my hotel but many more after the opening of our office at the Board of Education rooms. Our visits in the home had indicated our interest in child welfare beyond the school room doors: our constantly increasing knowledge of occupational opportunities and demands was of practical interest to parents and children; our general experience in the educational field was continually suggesting new ways in which these various points of contact might be united for the service of the young. It matters not whether we interpret this new movement as the schools creating a demand for that which had not formerly existed and which parents had not recognized, or whether we interpret it as the schools responding to a need which they had not known to exist until parents brought it before them, the fact remains that the demand for vocational guidance, as a co-operative factor in the social economy of the day, was the logical outgrowth of our original investigation. It was apparent before the end of the second year that our research work had created a demand for advisory work in a line not heretofore included in the educational system, although it was plainly allied to it. A critical point had been reached in the study. Vocational guidance in some form, was a need of the school system. Should we ignore the demand or should we continue the investigation in an effort to decide what form and method of vocational guidance might legitimately become an integral part of the school system?

This new demand, coupled with the fact that our investigation had revealed clearly three definite lines in which our product lacked equipment for life¹, led the Board to ask for the continuance of the investigation another year.

The questions included in the original investigation have been neither abandoned nor neglected in this report. The amount and the cause of elimination are vital problems for educational administration and will so be until our elementary course is motivated and concrete subject matter becomes the basis of instruction. Facts corresponding to those in the original investigation are presented in the third division of the report, while the newer phases, which were the outgrowth of the earlier study, are discussed in the first and second divisions.

My own viewpoint, and therefore the viewpoint from which this investigation has been made and from which this report is written, is that public education is an important factor in the social economy of any community. If it is to be a progressive factor it must become a part of the co-operative movement by which society is seeking the betterment of human life, and it must assume its share of responsibility for constructive social action. Since constructive social action is based on the accumulated knowledge of social facts and principles, it must not only know how to use all the organized knowledge contributed by other agencies for the modification and improvement of the system, but it must of itself make definite contributions toward the accumulation of scientific data. More than that, it must be able to exercise discriminating ability in the complex problems of

¹ Page 63, *Seattle Children in School and in Industry*: "Capital and labor, employer and employee, no matter what their point of view, are unanimous in asking for greater emphasis along these lines:

1. Academic—accuracy, rapidity and neatness in arithmetic, writing and spelling.

2. Character—honesty, industry and ability to follow instructions.

3. Personality—hygiene, proper business dress, courtesy and refinement in speech and manner."

deciding which of these accumulated social facts and principles are primary factors in education, and which are of secondary or allied importance. In other words, it must be able to decide discriminatingly where education should exercise leadership, where active and where passive co-operation, and where it should become an opposing force.

It is well to recognize that educational administration is handicapped by its limited knowledge of definite standards as to aims of education, methods of accomplishing its aims, and accurate standards for measuring results. It is well to realize that perfecting our knowledge in these lines depends upon progress in psychology and sociology, sciences which are still in their infancy. It is well to remember that *custom* standards rather than *scientific* standards still dominate the educational field. But, if we would be optimistic, it is also well to remember that the demand for education on a scientific basis is increasing, and that the discouragements of to-day are full of promise for to-morrow. Because we cannot definitely define the aims of vocational guidance and the results to be attained by it, because we cannot test accurately the value of our efforts in character development, shall we refuse to use the beginnings of scientific knowledge and such empirical information as we do have in helping to develop this new phase of modern education?

The problem is limitless. Suggestions which any of us may offer are but a beginning. There are many points of contact and new paths heretofore unentered by the educator to explore. There are many discouragements and will be many errors and disappointments, but, believing as I do, that Seattle can "help to find the way" and that, in so doing, she is contributing to constructive social work, I offer for your consideration the most important ways in which immediate progress along vocational lines seems feasible.

SECTION I

Aims, Methods and Organization of Vocational Guidance

SECTION I

Is vocational guidance in connection with the School System desirable? What should be its aims and methods? How should it be organized and how related to the established lines of education?

This is one phase of the new study determined upon for 1915-16.

The preliminary report of April, 1916, covered the first question. It has already been answered in the affirmative by the decision of the Board to establish a regular department of vocational guidance in connection with the educational system.

I. WHAT SHOULD BE THE AIMS AND METHODS OF VOCATIONAL GUIDANCE?

Vocational guidance is a bit of new and popular phraseology which carries with it a variety of meanings and is open to a variety of interpretations.

In the minds of some it is an indefinite something which is too intangible to attempt to define, much less to utilize. It is something to be avoided. In the minds of others it is decidedly definite but means nothing more scientific than free employment. Somewhere between these two extremes there is to be found a logical, purposeful, vocational guidance program which will sooner or later be incorporated in our educational system.

I have in my own mind, in presenting these suggestions to the Board, a fairly definite general policy of vocational guidance, the outgrowth of my three years of experience, which I believe can be worked out advantageously to the school system. On the other

hand, I believe it to be most important, during the experimental stage of vocational guidance, that no effort be made to convert it into a system. Progress in educational lines is dependent upon that class of elasticity which is rarely found in a "system."

The suggestions which I offer as to the aims, methods and organization of vocational guidance are general and have been fairly constant during the three years of my association with the work. The details have changed often, methods have changed, but I have always come back to the same viewpoint and the same general policy. That the *aim* of vocational guidance is to give the pupil a better understanding of himself and of the world in which he lives; to open his eyes to the opportunities of life and help him to prepare for the field in which he can render his best service; to develop his judgment so that he may reason clearly and logically on the relationship between himself and his environment. In other words it has been my constant policy to guide pupils to *find* themselves so that at maturity they may know how to *guide* themselves.

The best *methods* of vocational guidance are still to be developed. Up to date we have depended upon individual rather than general methods, which, in order to bring success must be based upon a logical combination of two things—correct psychological interpretation of the aptitudes and abilities of the individual concerned and correct sociological interpretation of his social, civic and industrial environment.

Type of pupils and the material part of the method employed may be explained, but explanation of that part of method which is due to personal contact between mind and mind, to individual interpretation of another's motives, abilities and ambitions, and that subtle influence which can often create ambitions and develop abilities where none exist, is far in the

future. It is a matter of personality and can neither be explained nor taught.

Three entirely distinct *types* of pupils have sought the assistance of the department for purposes of vocational guidance. Different methods have been employed, not only for each class, but also for different individuals within the same class.

One type of pupils has come to us while still in school seeking that form of *educational* guidance which skillfully handled culminates at maturity in *conscious vocational self-guidance*. For these pupils, who have time to study both their own abilities and the various occupational opportunities, we have combined personal interviews with suggestions for the continuous study of printed matter which will indicate not only the vocational opportunity of to-day but also the promise of to-morrow. There is much excellent material of this class which should be in our school libraries. Pupils of this type come to us from the university as well as from the grammar and high school. They return periodically for exchange of opinions and are very interesting callers, contributing to the success of the department as well as receiving information from it.

A second type comes to us directly from the school room seeking an immediate opening without opportunity to study either themselves or their environment. They are more dependent than the former type upon wise counsel in the office, and they run greater risk of frequent readjustment after entering industry. Vocational self-guidance, based on slowly acquired and well digested knowledge of self and of industry, is impossible.¹ Economic pressure forces immediate decision.

Personal advice, based on crude tests of abilities which I know to be required in various lines, and a

¹ This type of pupil will be eliminated as soon as a good vocational information course is incorporated in the elementary curriculum.

few short selections describing the occupations in which there appears to be the most interest are my main resources. If neither parent accompanies the pupil, I usually send home some carefully chosen descriptive matter which I ask the parents to read and discuss with him. Almost invariably, this method results in bringing the parent to the office when the pupil returns for a second interview. It is not uncommon for grammar school teachers and principals to accompany pupils of this class for their first interview. Some have the aptitudes and abilities of their charges definitely outlined and are only asking us to contribute the vocational information which is necessary for wise decision. In such cases the teacher is usually in touch with the home and represents the parents as well as the school. Sometimes the parents are present. Conferences of this class are ideal vocational guidance (barring lack of time to acquire information), the parent, teacher and vocational director co-operating in the best interests of the child. When the privilege and responsibility of guidance is shared in this way it is apt to result in the teacher co-operating with, or even leading, the central office if errors are to be corrected or readjustments made. There are certain schools in the city which are rapidly assuming the responsibility for vocational guidance within their province, leaving leadership only to the central office.

A third type is represented by the youth who, eliminated from school in his younger years is now eliminated also from industry. Embittered by his failure in school and sobered by his experience in industry, he turns to the vocational department as the last hope, or is forced to turn to it by some employer who refuses to consider his application without a central office recommendation. More parents have come to us asking advice for this eliminated-from-school, eliminated-from-industry type than for all other types

together. Many of these boys and girls had little to offer when they left school and have steadily degenerated in manners and morals since leaving. The attitude of the individual suggests the method. Some are required to report to us regularly after working hours for discussion and advice and the office is kept open in the evening for that purpose. Others are more in need of sympathetic interest than anything else and to assure them of our continued assistance will bring them back frequently of their own volition. Whatever method is employed these are the most trying cases that come into the office. No sincere vocational director can fail to realize that possibly each individual applicant is offering society, through his instrumentality, its last chance for educational guidance. The burden of responsibility for this type of callers is very great. I think I may safely say that no boy or girl within this category ever leaves the office without my pausing to ask: "Have I done my best to help him find the way out?"

In many instances casual remarks indicate how our schools have helped or hindered these boys on life's journey. We need this kind of reaction in order to help us to realize what our schools really mean in terms of success and failure, and we need it in order to interpret correctly the statistics of elimination.

Just what we have accomplished for this type of pupil I do not know—perhaps it is not intended that we shall know—but I believe that the effort is worth continuing and I have faith enough in humanity to believe that the results will be commensurate with the responsibility.

II. ORGANIZATION OF THE VOCATIONAL DEPARTMENT

Suggestions relative to the organization of a vocational department were outlined in the preliminary report of April 1st. They were the same as, or are in harmony with, the suggestions that follow.

A. Director of Vocational Guidance¹

A Director of Vocational Guidance should stand at the head of the system and should unify under his supervision the work at present handled by the attendance office, the advisory side of evening school instruction and all vocational information courses or vocational guidance efforts carried on in the individual schools. If student aid, or any other form of free employment or placement, is carried on in connection with the school system, this also should be centralized and placed under the control of the director.

Visits to business houses for the purpose of securing vocational knowledge, inspecting industrial processes and judging occupational requirements are most desirable, but I believe that we would create an impression of greater efficiency and more intelligent su-

¹ I have been asked by many members of the corps why I recommend a Director of Vocational Guidance rather than an Assistant Superintendent in charge of Vocational Guidance.

Both systems are in use in the country. When, however, an Assistant Superintendent has charge it is usually because, as an assistant superintendent, he has instituted and developed the movement and continued to conduct the work after the establishment of a department. There are four definite reasons for believing that vocational guidance will be more successful if carried on as a semi-independent function rather than if it maintains too close relations to the functions of assistant superintendents.

(a) Duties of assistant superintendents are entirely different in character from those of a vocational director. When there is an additional task to be assigned one superintendent can frequently handle it as well as another. There would be a constant tendency to crowd extraneous matter over into the Vocational Department to the detriment of both lines of work.

(b) A junior assistant superintendent assuming the duties of vocational director can command a higher salary than the average assistant superintendent. Not necessarily because of superior ability but because the supply of specialized ability in this line does not equal the demand. The same is not true of any of the older lines of educational work. It will avoid salary complications if separate titles be used.

(c) Employers, and the public in general, who have come to regard the old lines of educational work as deficient in practical application, will give more consideration to a department established under new terminology.

(d) Valuable information may often be secured by a director who is known to be responsible only to the Board and Superintendent. Frequently such information could not be secured were it suspected that it might become a matter of discussion in a Board of Superintendents. More than once I have been asked, "With whom do you talk these things over?" or "To whom do you have to report?" It has been a great advantage to be able to say that occupational information is not passed on or discussed with others. I should like to see this advantage made permanent.

pervisory ability if we were to see that pupils who make such visits are familiar with all the information that can be secured from the printed page and from class discussion prior to allowing visitation. In this way, pupils would obtain a basis for intelligent understanding and interpretation of each industry and would be able to compare Seattle conditions with those described in other cities.

Responsibility for using the courtesy and freedom of industrial plants so that a maximum of knowledge may be obtained by the pupils with a minimum of inconvenience to managers should be one of the duties of a vocational director.

I do not include in my recommendation the suggestion of the superintendent for the incorporation of educational research in the vocational department. This is not because I have not enjoyed that phase of the work and have not welcomed it while I was with you, but because I do not believe it to be a logical combination with vocational guidance, nor do I believe such combination would work to the advantage of either phase of the work. In making this statement I am distinguishing sharply between bona fide research and the securing of useful facts and information for vocational guidance puposes.

Given a topic to investigate, bona fide research requires the investigation to begin with conscious application of scientific methods and to terminate with an equally scientific presentation of the conclusions of the investigation. No well trained investigator would presume to offer less and no qualified critic would accept less.

The work which I have done on the occupations, as well as that which is offered in this report on the evening school and the day school curriculum, do not rank in my mind as scientific work. It is an essential and useful line of information, a class of work which can and should be done in the vocational de-

partment but the class of work in "Seattle Children in School and in Industry" and that now being done on "The Newsboy and the Public Schools" requires too close application of scientific methods, too much detailed study and too great concentration to be compatible with the constant interruptions and diversions of a vocational office. Both studies have been made under conditions unfavorable to high class research work.

There is still another reason for the separation of vocational guidance and research. There are two absolute essentials for efficient research—ability to find the truth and courage to tell it. The research department will always find facts which are unwelcome to certain elements in the teaching corps. If facts be not told, the benefit of the research is lost; if facts be told, unpopularity is bound to follow. The teaching corps of the country has not yet learned that there are many points of contact in vocational work, all to be considered and placed before the teacher: all more essential to the ultimate success of vocational guidance than the teacher. The object of carrying on the work in connection with the schools is to broaden the vision of the educator and to increase his opportunities for service. If he cannot expand his horizon and if he does not care to increase his opportunities for service, the element which he supplies in vocational work can be contributed by other agencies, i. e., we cannot organize the work without the help of the employer—the parent and child—the labor union and the public, but we can carry it on without the help of the teacher. Many cities are doing so but I have most earnestly hoped that the Seattle corps would be able to adjust to this newer vision of educational service and that it might secure the benefit of the reactions. Until this broader vision of service does permeate the teaching corps, the unpopularity which comes from fact revelation may handicap a vocational

director in his relation to class instruction. Eventually it might be of educational and of administrative advantage to combine the two lines of service.

This objection would, of course, be overcome were there two co-ordinate workers in the department, one assigned to research and the other to guidance. However, in that case it would seem more logical to combine educational research with the beginnings of financial research, already under way in the business department. A thoroughly trained research worker will readily adjust to any topic—financial, educational, social, civic or political, and would be at the command of all departments.

B. Vocational Guidance in the Elementary School

In studying the various systems of vocational guidance and vocational experiments in other cities, I have been impressed with the fact that educators in this new venture are inviting anew the criticism that we provide for the few at the expense of the many; for the classes, not the masses. Moreover, I have constantly regretted that the few successful experimenters in this country were looking toward the field of higher and secondary education rather than struggling to make this essentially practical phase of education of real benefit to the pupils, who for various reasons, do not reach our secondary schools.

Believing, as I do, that a certain amount of moral, vocational and educational guidance is inherent in the system, and that many phases of *vocational* guidance are essentially *educational* in character, I should like to recommend that a course in vocational information be organized and incorporated in the grammar school curriculum and that the best energies for the coming year be concentrated on the adaptation of this course to the needs of pupils 12 to 15 years of age.

Information for such a course is easily collected and has been in our office awaiting organization over

a year.¹ Lack of time, not lack of material, has prevented its preparation.

I would emphasize the importance of making our first organized effort in the elementary school for three reasons:

(1) Boys and girls who are eliminated before or at the close of the grammar school period are in greater need of vocational assistance than are high school pupils. If definite information be deferred to the high school period, they lose it entirely.

(2) If vocational information be offered in the grammar school, both the pupil who goes on and the one who drops out secure the benefit. The pupil who goes to high school should have acquired basic information and should have established habits of thought, which will assist him to guide himself, reinforced as he will be by the better mental background.

(3) Teachers in the elementary schools are better equipped to make a success of a functioning course than are high school teachers.² The significance of the vocational guidance movement has been more readily grasped by grammar school teachers and the most successful efforts toward adapting it to Seattle needs have come from the same source.

The series of vocational meetings, organized for the assistance of such teachers as might be interested, have been attended beyond our expectation but almost exclusively by grammar school teachers and principals.

In the list of 447 calls made in our office by the corps the names of but seventeen high school teachers

¹ It includes: (a) information on our industrial, civic and social life combined with local geography and history; (b) legislation affecting health, safety and wage; (c) studies of several of the most important industries in detail.

A number of the teachers who have been associated with the Saturday morning study class would be of assistance in preparing this course.

² This does not apply to the vocational courses and vocational teachers in the high school, but is a general statement relative to high school and elementary teachers throughout the city and country.

appear. Several of these came in response to our request, not seeking co-operation of their own volition. To some extent this may be explained by the fact that grammar school teachers are more generally professionally trained and that the value of a subject to pupils is less apt to be influenced by the traditional curriculum.

It may further be explained by the fact that a vocational department has more points of contact than any of the older lines of educational work; that it must study many phases of community life not heretofore included in the field of education, and that it has many viewpoints beside that of the teacher to consider. Education is controlled by the public. Its secrets are public secrets and its successes and failures are always open to public discussion. Competition in private enterprises is keen and requires a form of discretion not necessary in the educational field but vitally necessary in the vocational field if we are to retain the confidence of business houses. Sometimes a vocational director will not be able to explain the circumstances which are behind his decisions. Helpful co-operation may often be required where definite explanations cannot be given. Grammar school teachers are accustomed to central supervision and leadership. They are usually willing to assume an extra burden, either temporary or permanent, if it appears advantageous to the pupils and they have acquired the ability to co-operate readily and effectively. High school teachers are inclined to resent any form of leadership or supervision which comes from without the individual building. Unconsciously they have become both too self-centered and too self-satisfied to analyze new problems as readily, or incorporate new activities as easily, as do the grammar schools.

This condition is not peculiar to Seattle, nor is it the fault of our teachers individually. Rather is it

due to the difference in systems which prepare elementary and high school teachers for service and to the fact that high school teachers are highly specialized in traditional non-functioning studies which have a tendency to narrow their horizon and limit their ability to weigh impartially new subject matter. The high school teacher is also at a serious disadvantage regarding training in service. Reasons for elimination in the high school indicate that when more supervisory attention is given to the after-training of high school teachers we shall have taken a long step toward solving this problem.

C. Vocational Guidance in the High School

Vocational guidance should not cease at the close of the grammar school period. In some form, it should continue for both the pupil who enters high school and the pupil who enters industry.¹

The pupil who enters high school from the vocational information course of the grammar school and who has established the habit of acquiring information along civic and industrial lines will have taken a long step toward solving the most important question of his high school course—the choice of a vocation. How shall he be encouraged, through the instrumentality of the high school to build on the foundation already laid?

There is as yet no system of vocational guidance in our high schools and here, as in the grammar schools, the field may be organized as the judgment of the new director indicates. Considerable vocational work has been done by the commercial and manual training teachers but this class of guidance is, as has been said before, *educational* guidance and is inherent in the system. It corresponds more nearly to the guidance of the Corporation Schools, *guidance*

¹ The type of guidance best adapted to pupils who enter industry is discussed on page 31.

within the industry, or the department, rather than guidance in *selecting* the industry or department.

Employment up to date has received more attention from the high school than has guidance¹.

Analyzation of the problem would seem to indicate three definite lines, through any or all of which vocational guidance might be continued in the high school.

1. Through the Librarian.
2. Through the Class Teacher.
3. Through Civic-Industrial Clubs.

1. Vocational Guidance Through the Library

It would be logical that the librarian by virtue of her position should assume responsibility for whatever *general* vocational guidance there may be in the high school. No matter how we organize the central department the school librarian is bound to be of great service—the first assistant and the most important ally of the director.

The first step in the use of school libraries for purposes of vocational guidance is to *vocationalize our libraries*.

There never has been a time when successful business men were so willing to give their experience in print, and there never has been a time when other business men, and those training for business, have been able to learn as much from this experience which appears in print. Magazines, of various kinds, are full of vocational information and advice from the pens of the ablest men in the country.

There is also much material in pamphlet and in book form, not directly from the pen of business men, but based upon information secured from both employer and employee. Books of this class are the out-

¹One hundred and four positions have been filled by the high schools this year, nearly all by one school. Exact tabulation will be found in the third section of the report.

growth of the vocational guidance movement. They are the result of conscious effort on the part of their writers, and the organizations which they represent, to secure and tabulate scientific information for school use. This material should be collected, kept up to date, and brought to bear on the problems of youth.¹

Review of the material now in our school libraries and of the standardized list recommended for purchase² indicates that teachers and librarians do not place on this class of educational material, the importance which it merits. The commercial, manual training and home economics departments are well equipped for guidance *within their own field* but the list under "Sociology and Vocational Guidance" is very limited and not well selected considering the wealth of material from which choice can be made.

If high school girls can have but one book on vocations, should it be "Vocations for the *Trained Woman*"? Knowledge of the occupations which our high school girls enter answer this question in the negative. Barring the girls who have commercial training they enter unskilled lines and rank as *untrained* workers. This is a good book for college preparatory girls but it has little to offer the large majority of our high school girls.

It might be suggestive, also, to compare the number of books recommended for specialized lines with the number recommended for general vocational guid-

¹ I have an excellent vocational library which has been used extensively by both teachers and pupils. It is indexed and cross-referenced.

Those who are not familiar with this class of material will find the bibliographies in Appendix No. 1 exceedingly helpful in making selections.

In the Report on the Administrative Problems of the Vocational Schools of Mass. 1916 we find the following announcement: "The whole matter of books, periodicals and catalogs will be thoroughly discussed and investigated by the agents of the Board this coming year until the best material available for school use has been found." We should watch for the results of such investigations.

² Books recommended for Seattle High School Libraries, compiled according to the Requirements and Recommendations of Supervisors, Department Heads and Librarians. Seattle 1916.

ance¹—one of the most important phases of school life.

Art and Design comprises a list of.....	39
Commercial Subjects	65
Latin	20
Fiction.....A long list of both old and new	
Vocational Guidance	4

Again, we find a much larger list on ancient and mediaeval social life than on modern American life. There is nothing offered in American life to compare with:

“In the Days of Chaucer,” “In the Days of Goldsmith,” “In the Days of Milton,” “In the Days of Scott,” “In the Days of Shakespeare,” or “Social Life at Rome in the Days of Cicero.”

In selecting our travel books we might also remember that our future commercial relations will probably be largely with the Orient and South America.

The non-fiction supplementary reading list is open to criticism on the same basis. English VI. offers approximately sixty topics. Eight of these are as follows: (1) Chapters from William Shakespeare, (2) Shakespeare, His Mind and Art, (3) Character of Shakespeare's Women, (4) Life of Shakespeare, (5) Shakespeare, Poet, Dramatist, Man, (6) Shakespeare as a Dramatic Artist, (7) Shakespeare's London, (8) English History in Shakespeare's Days. There is nothing whatever on the problems of Modern American Life. The other English courses seem to be a little more liberal but the question is—is this class of non-fiction the best that we can offer the average high school pupil?

Comparing the limited topics offered in the English reading course with the wide range of topics which pupils are interested in outside of school work,

¹ Girls are forced by the nature of our selection to depend almost entirely on home economics.

we are forced to admit that the pupils have made the wiser choice. Many a boy, in conversation on vocational subjects, has indicated his desire for a different school course in non-fiction.

Would the class of material which we are suggesting be used? Most certainly it would, especially under the guiding hand of the librarian.

I have had an office at the Board rooms two years and two months. During that time I have purchased for my own use over \$300 worth of the type of material under discussion. Some of my books have been loaned and reloaned until they are worn out. For some we have kept a waiting list. Books are borrowed from my office by the same class of pupils for whom our high school libraries exist. The *right* book put into the hands of the *right* pupil at the *right* time by the *right* person is high class vocational guidance. One illustration will indicate the practical application of this theory:

Charles, 15 years of age, entered high school in September, 1915. He was not high school material to begin with, which complicated the problem both for him and for the school. At the end of the first quarter there were two "poor work" slips, and the mother, who supports the family, brought the boy to the office. Here was a boy about to be eliminated from school with an excellent foundation for future elimination from industry. This was all that the first interview revealed. During the second interview, accident indicated where his real interest lay. He was haunting the windows of our various shoe stores—studying, with the glass between—the makes, lasts, prices and materials. The moment he had the opportunity to discuss the "shoe business" he was alive with curiosity and interest.

Having found his interest I gave him two excellent books on the "Shoe Industry." At the third visit he had decided what he wanted to do. I did not "get a position" for him because I believe that our function lies in helping pupils to find their own openings rather than in finding these openings for them, but I advised him to call at our shoe factories, present his interests and offer his services. He did so. It is true that he has been eliminated from school but up to the date of writing he is making good in the shoe factory and is happy in his work.

The second step in the use of our libraries for the purpose of vocational guidance is *to arouse our librarians to a realization of their great opportunity for social and vocational service.*

During the period of my investigation, no school librarian has ever been in my office either to offer me professional assistance in selecting, cataloging, and cross-referencing my material, or to ask for my advice as to material for her department. It takes time and considerable assistance from specialists to decide upon reliable vocational material but ability to do this is included in the librarians' training. I should have welcomed their assistance and I should have responded promptly to their demand had they asked for the results of our office experience.¹

In contrast with the attitude of our high school librarians it is well to mention the decidedly professional attitude of the public librarians. From the very inception of the work, the public library has visited our office many times seeking and offering co-operation. Our list of recommended books has been exchanged for theirs, and I have addressed their full corps on the possibilities of co-operation along educational lines. Scores of boys and girls from our system have been sent by me to the public library for definite vocational assistance. Never has a boy or girl, returning to me from such a visit, been other than pleased with the information and assistance given.

It is somewhat of a mortification to me to admit this unfavorable comparison and I think we may well pause to ask why it should be so. Our librarians receive higher salaries than do the city librarians and they work shorter hours. This is because they are supposed to have the double training necessary for

¹ I have often been tempted to ask for the assistance of the librarians but on the whole the policy of the superintendent in permitting perfect freedom for volunteer work during the experimental stage of the work has probably been best.

both the teacher and the librarian. Possibly, in our effort to emphasize the *teacher* side of our school librarians, we have sacrificed too much on the *librarian* side. Possibly we would do better to require library experience as well as library *training*—for it is an unquestioned fact that the usefulness of the librarian which comes only from library experience under strict supervision, is not found to be satisfactory in our public schools.

If our librarians do not have leadership among themselves, if our high school principals do not have that class of supervisory knowledge which can increase the value of our school library and if the central office cannot remedy this defect, I think it would be well to place the *librarian duties* of these officials under the supervision of the Public Library.¹

2. Vocational Guidance Through the Class Teacher²

As has been indicated under the discussion on grammar school guidance, it would seem that before class teachers can contribute very much to vocational guidance, they will have to acquire a broader vision of life and much information beyond the subject matter of their specialty. I am very optimistic that this will come in time and that a large portion of vocational guidance will become educational guidance and be freely offered by each teacher.

3. Vocational Guidance Through Civic-Industrial Addresses

Chicago, and several other cities of the country, are obtaining very definite vocational results through the instrumentality of Civic-Industrial Clubs organ-

¹ The city library is one of our very best co-operative agencies. Its assistance has been invaluable, but I believe that the adaptation of material to the pupil's abilities and needs and the methods of utilizing the same are within the province of the educator rather than within that of the librarian. We should keep the pedagogical viewpoint but in so doing it should not be necessary to sacrifice the librarians' viewpoint, especially if we require after training under library supervision.

² Each teacher is consciously or unconsciously a vocational guide. Some are very good guides, some very poor. To make the good better and the poor good is one duty of the director.

ized purposely for the benefit of the young.¹ Such a club, composed of commercial *teachers* and *senior* students, might be an excellent aid to our high school departments. Senior students should be given credit for attendance and the information secured should form the basis of class discussion.

D. Vocational Guidance for Eliminated Pupils

Vitalizing the elementary course is bound to keep many in school who would otherwise drop out. For those who stay we have the problem of educational guidance and educational adjustment. It is well for us to furnish vocational information in our curriculum, and it is well for us to study the aptitudes and abilities of those whom we keep until the completion of the course, but this is not our only problem. We have a second responsibility—the pupil who, no matter what the curriculum may offer, and no matter how carefully the educational adjustment may be made, is still disinclined, or unable, to remain in school. Vocational, not educational adjustment, is his problem. What can the schools offer him in place of the educational supervision which is offered our high school youth? EMPLOYMENT SUPERVISION. And it may be that we shall have to go one step further and help him to find his opportunity in industry. We may call this function of a vocational department placement, service or free employment. Terminology does not matter so long as we realize in practice that those who cannot avail themselves of our help *within* the school room are entitled to guidance *without*.²

Personally, I am particularly averse to the term “free employment” because it is so universally connected with a class of placement which is no part of the educational system, and is therefore apt to lead to misunderstanding and false interpretation of the real

¹ Chicago Commerce describes these clubs. Providence, R. I., has a Junior Chamber of Commerce for the same purpose.

² All under 18 should be included.

purpose of vocational guidance. At the same time, it matters not by what name we call it, we are forced to admit that "giving a job" is often the most important factor in successful counseling. Politicians long ago recognized this—why not profit by their experience?

We have carried on in the vocational department a system of placement and employment supervision which has seemed to me to be entirely in harmony with educational standards and motives, and to have accomplished definite results for the betterment of the individual and for the improvement of the system.

It is based upon the following principles and practices:

(a) We have never solicited employment, nor have we made any effort to attract demands for employment. Our patronage has come to us through the best form of advertising—satisfaction with our product. One satisfied customer has passed on his experience to others and our list of co-operating houses has steadily increased. Moreover, solicitations from the *occupation* opens the way for an educational form of employment supervision which would hardly be possible were solicitation to come from the department.

(b) When, through our instrumentality, the needs of employer and employee are made known to each other, we do not utilize "free employment" methods nor do we "place" a pupil. We act in the capacity of a service bureau, explaining the position and its demands but leaving the decision regarding application to the pupil and his parents. If, in our association with the applicant, we have noticed any defect in manner or speech we call attention to it and indicate the desirability of change, but the ultimate decision rests with him. If his decision be affirmative, we give him an introduction containing the school estimate of his qualities and suggest the best methods of presenting himself, advertising his abilities and

sizing up his prospective employer. If a position be accepted, both employer and employee understand that the educational system expects satisfaction, progress and promotion and is ready to co-operate toward that end.¹

By this system we have been able to render great service to both employer and employee and at the same time secure reactions of incalculable value to the school system. Sometimes the employer calls on us for help. Sometimes the pupil.

EXAMPLE I. Joe, age 15, came to the office after the hours of closing one Saturday afternoon. In an embarrassed, awkward manner he announced that he did not like his position and wanted to change. On the surface the logical conclusion in these cases is always the same, "got tired and wanted a change." I made many errors of this kind in my first experience and have learned to look beyond the surface before I accept any first reason.

The boy finally admitted that he had been unable to meet the demands of the position. In a line of work rather better adapted to the qualifications of a girl he had been unable to adjust himself to the requirements. Knowledge of his errors had increased his nervousness and failure was imminent.

It was only necessary to assure Joe that he had done exactly the right thing in recognizing his own limitations instead of waiting for discharge and to write a note to the manager of the house explaining the situation and asking for transfer to another department better suited to his abilities. This transfer was given with a compliment on his good judgment and he is now, well pleased and entirely satisfactory.

Service in finding the position gave us our opportunity to render service in adjusting.

EXAMPLE II. Charles, age 14, was sure he wanted to be a machinist. He secured a position which he retained ten days. He then went to a commercial house and undertook office boy work. This position he kept about a week, leaving voluntarily. After seeking another opportunity for several weeks and failing to find anything, the mother called us up to know if we could assist him. I explained at some length that it seemed to me to be a problem for the home and the boy, not for me. She then sought the employment manager at the shop and asked another chance. He also told her that Charlie's problem was for the home and the boy, not for him, but he came directly over to the office and made the following proposition in the interests of the boy. If we would call in the mother

¹ The blank which is used for this purpose is found in Appendix II.

and boy and find out the cause of instability in the boy, and the lack of home responsibility on the mother's part, on our recommendation, and with our co-operation in employment supervision, he would accept the boy. We phoned the mother to bring him in. She replied that she was too busy but would send the boy alone. We then told her emphatically that she could not shift the responsibility of her son's future to the school department, we were not the primary factor in his success but were more than glad to be a co-operating factor. She would either come with the boy or not send him. She came, and at the end of an hour both mother and boy appeared to have a different conception of "work." We recommended him for a second trial, the mother promising assistance in assuming responsibility for his industry and perseverance.

It was placing the boy originally that caused the employer to offer us an opportunity to help in adjustment.

EXAMPLE III. Frank, aged 14, had a permit to work for _____. One morning about 9:30 he walked into the office and asked us to find him a new job. He admitted that he had failed to appear that morning at the usual hour and had given his employer no notice, nor had he consulted his parents. There was nothing the matter with the boy's abilities so far as the work was concerned. It was simply the "want a change spirit." We called the father at his place of business and asked if he wanted this boy to change. He replied somewhat indifferently that he didn't care if we could get him a better job. It did not take long for the father to realize that he had an entirely erroneous conception as to the function of the vocational department. He asked me what I had told the boy. I replied: "To pick up his cap and go back to work." Very promptly he answered, "Tell him I say pick up your cap and go back to work, too." The boy went back.

I believe that placement, unsolicited, but responded to when asked, should be a part of our vocational department, because it will:

- (1) Aid boys and girls through employment supervision to adjust to their vocational responsibilities and lessen the number of future "unemployables."

- (2) Help the schools to check the social and economic value of their product.

- (3) Secure reactions from follow-up work which will be valuable to the educational system.

(4) Create respect for the practical value of our school curriculum.

(5) Bring back under the influence of the schools many of the type of pupils mentioned under the third type of callers on pages 16 and 17.

The two great dangers of any form of placement must be constantly watched and carefully avoided.

(1) Allowing vocational guidance to degenerate to free employment.

(2) Failure to allow pupils to utilize and develop initiative in securing their own positions. Not long ago a bright young boy said to me: "I came up to get some advice, not a position. If I were a business man I wouldn't give five cents for a boy who couldn't get his own position. What I'm looking for is to find out what kind of a position I want and then I'll get it fast enough."

There is a certain class of education accompanying application which is beneficial to our pupils.

E. Vocational Guidance and the Home

Vocational guidance begins in the home and ends in the home. The child who, in its babyhood is allowed to be selfish, discourteous, and impatient will carry into its school life the fundamentals of failure. The child who is negligent of home duties, careless in personal habits and irresponsible in conduct prior to six years of age will have laid the foundation for failure before he ever comes in contact with the schools. The home which allows, and, I regret to say, sometimes fosters habit formations of this class, is the same home which will fail to co-operate with the school in developing the best that there is in the child. I would not put *all* the responsibility on the home, but I would give it the major part. The home can always, and sometimes does, make a success in spite of the school. The school is more dependent on the home.

During the school period the parent and the teacher

are striving to accomplish the same end. Each can contribute something which the other lacks, and each needs the co-operating and broadening influence of the other in order to make the best success within its special field. Teachers read from the pages of the book but the mother reads direct from the pages of life! Each needs the assistance of the other that life's meaning and purpose may have a wider and deeper significance because of their mutual sympathy and understanding.

I am encouraged to believe that there is, through the influence of the Parent-Teacher Association and through other influences, a growing realization of the vital necessity of regarding, and seeking to make, the home the backbone of the educational system. The increasing interest and co-operation of the home in vocational work is indicated by the fact that only about 40 parents came to our office during the first year, while during the ten months of the current year 174 mothers and 36 fathers have called. Response has been made to 131 calls for public addresses, the larger part coming from organizations interested in closer relation between the school and the home. Anything which tends to bring the home and school into this desirable relation is of interest to and should be fostered by the vocational department.

F. Vocational Guidance and Other Social Agencies

If we admit that education is only one factor in the social economy of the time, a report of this class will be incomplete without some recognition of the assistance we have received from, and the efforts we have made to co-operate with, other agencies which are companion factors in the same program for social economy.

Vocational guidance is not a definite field so much as an aspect of work in many fields. Analysis of situations followed by skill in utilizing any available resources are part of the methods required for its success.

Sometimes it is the mother's pension law, sometimes the institutional home, sometimes the Charity Organization Society and sometimes the physician who is needed. Whatever it is, the vocational director should understand its motives and methods and should know how to utilize it in the solution of his own particular problems. During the year, we have co-operated with the following social agencies in the interests of 78 boys or girls: Charity Organization Society, Washington Children's Home, Queen Anne Home, Juvenile Police, School Physician, Y. W. C. A., Y. M. C. A., Negro Betterment League, Juvenile Court, Mother's Pension Department, Jewish Settlement, Catholic Betterment League.

G. Vocational Guidance and the Attendance Office

To the uninitiated, who may desire to make a beginning of vocational study, I offer this advice—study the pupil who tries to leave school, the child who would be eliminated before he is did not the law forbid—study him again when he secures a labor permit and enters industry—study him a third time in industry, and, when the final chapter is written, study him a fourth time as a success or as a failure, and each time ask *Why?* Why did he *want* to leave? Why *did* he leave? Why did he *fail*, or why *succeed*?

The attendance office is the place to study these problems. When *they* are solved, we shall know the causes of elimination and we shall have the *knowledge* on which to remove them. Whether we succeed or fail in so doing will depend upon *our* ability to adjust and readjust to *our* vocational problem.

Seattle, at the present time, is not utilizing her attendance office for the advancement of the educational system in understanding and interpreting these broader and more important phases of school attendance.

There are many minor lines of work extraneous to the real duties of an attendance office which are now handled by the attendance department, but the two main responsibilities which legitimately belong to such a department are the enforcement of the compulsory education law and the granting of employment certificates.

1. Compulsory Education

In Seattle, the compulsory education law is well enforced, only twelve cases of effort to violate having come to our notice this year¹, but as in most other cities the law is occasionally upheld to the positive detriment of the child. Such laws are justified only on the ground that the education insisted on is the best possible education for the one who is forced to accept it. When compulsory education is opposed, enforcement can be justified only on the ground that we are doing the best thing possible for the child. Our public educational systems cannot yet make such an affirmation and therefore there are times when it requires the highest type of wisdom and foresight to hold the balance of power and tip the scales in the interest of the child.

2. Labor Permits

Authority to issue labor permits is vested by statute in the Superior Courts of the State. In King County, and in other counties, this authority has been delegated to the School Superintendent. Just how much responsibility for law enforcement accompanies the mechanical process of issuing a permit has never been decided. Legal responsibility for enforcement is in the State Labor Department.

There is a considerable number of child labor violations in Seattle. Prior to taking up this study I had heard numerous statements relative to the carelessness

¹ Seven boys and five girls. This is the Vocational Department report and does not include that of the attendance office.

of the school authorities in allowing many very young children to work without permits. It was always implied that such cases were violations of the compulsory education law. I have found no evidence to support such inferences but I have found the evidence on which such statements were probably based—the facts are apparent but the interpretation was incorrect.

During the first year, while visiting homes, I found many girls under employment age working, or having worked, without permits. They had complied with the compulsory education law and knew nothing of the labor law. During the second year, our opportunities for observing law violations were not very good, but during the present year we have had rather unusual opportunities for so doing.¹ School leaving blanks marked "economic pressure" automatically serve notice of law violation. Through this source of information, we have located 31 girls and 15 boys working without employment certificates. Personal conferences with newsboys have been another excellent source of information for facts regarding labor law violations. Forty-eight grammar school boys employed in newspaper work are also employed in other wage earning occupations without certificates. They are under the legal age for such employment but work after school and Saturday and hence do not violate the compulsory education law, although many, in one way or another, are violating the minimum wage laws. An unexpected but additional verification of the above statements came to me just at the close of the school year. A number of grammar school principals did not understand the call for "placement records" and hence had pupils fill out and send in to us the employment record for last year. These indicated how many pupils were employed, at what age, in what work, for what hours and for what wage. About one-fourth of the blanks so received

¹ The same opportunity is always at hand for the teaching corps—not individually but collectively.

show labor law or minimum wage law violations. The mistake of the grammar school teachers has served a useful purpose and has pointed the way for definite social service which can be easily rendered by the schools. Were each school to send to the attendance office an "employment record" for each pupil employed, it would be an easy matter to check up law violations and issue the necessary permit. The majority of these violations are boys 12 and 13 years old, but there are a few as young as 9 and 10.

There is another side to this matter of law violation which it is well for teacher, parent and pupil to understand. Our laws should be studied and obeyed from a practical viewpoint as well as from the viewpoint of civic obligation. Every labor law on our statute books has been placed there for the express purpose of affording protection of some kind to the laborer.¹ We have had three industrial accidents among boys and girls who have gone out from our office. None was serious, but all came under the industrial compensation law. Not one would have known what the laws entitled him to or the methods by which it was secured had we not included guidance in the use of laws in our conception of vocational guidance. What is even more interesting, and what might not occur again in years, is that one of the injured was a girl almost 16 years of age. Her compensation depended upon the legality of her employment.² We were called up to ascertain the conditions of employment and were told that compensation would have been refused had she been employed without a permit.

At the present time, pupils either do not know the laws or do not feel any personal responsibility for complying with them. Were they to be told of this incident and were they to understand the necessity of

¹ Study of labor laws should be included in the vocational information course suggested for the grammar schools.

² Probably the law violation would have come back on the employer, who would have settled the bill.

utilizing all labor legislation for self-protection they would take more responsibility for law enforcement themselves.

For many reasons, the granting of labor permits is a logical function of the vocational department. Granting the permit often affords us our best opportunity for offering vocational guidance. It comes on the threshold of a new life and if carefully given will bring the pupil back to us for help in adjustment when the first difficulty arises. During the present year, we have granted most of the labor permits¹ and I have been especially grateful for the opportunity so afforded to reach the pupil and the home.

3. Educational Research

The modern attendance office, by virtue of its unexcelled opportunities for study, is coming to be recognized as the best agency for investigation of the causes of, and remedies for, school and industrial elimination. In some cities the attendance office has expanded upon its own initiative into a vocational department. Before this can come about the educational character of the attendance department must be fully realized and its police functions reduced to the minimum.

The methods of Seattle's attendance office belong to the old regime in education and I doubt the possibility of a change under present conditions. I therefore recommend that the attendance office be consolidated with the vocational department and that the vocational director be placed in charge of both lines of work. This is recommended for the following reasons:

(1) The attendance department is not utilizing its opportunities to the best advantage of the pupils whom it handles, and more than that, because of its separation from the vocational department, it is handicap-

¹ Any school clerk can grant a permit—it is a purely mechanical function—but the advisory side of the work can only be done by an experienced worker.

ping that department from supplying the assistance which it does not itself render.

(2) There is a serious loss of time, effort and money in employing separate officials for these two closely related departments. Officers capable of notifying parents that a child must secure a permit should also be capable of using their privilege of entrance into the home for the many-sided interests which can be connected with such a visit. Officers in these two departments have great opportunities, great privileges, and great responsibilities, and the basis of selection should be professional ability and specialized knowledge.¹

Under the present plan, one of the vocational workers may call at a home in Ballard in response to a school or home demand, and the same morning a worker from the attendance office may call at a second home in the same block on a similar or related errand. All telephone or written communications should be received by one co-ordinator who should assign the calls to the various department workers, thus utilizing the different qualities of the various workers to the best advantage and at the same time effecting economy in time and money. Moreover, complaints as to the character of letters written on school attendance would be avoided if one person were responsible for signing all communications which go out from both departments in the name of the school.

(3) The attendance office keeps no records of the volume of work passing through the department and has no means of knowing from year to year, aside from memory, what variations there may be in its work, what progress has been made and what the greatest weakness in service. It is this class of tabulated information which forms the scientific basis of progress. Records should be unified under one statistician

¹ Examination for vocational and attendance officers is discussed later.

who understands the value of this class of facts and can interpret them for the benefit of educational administration.

I would not underrate the value of our present attendance officer. In any large system, there is bound to be more or less of a demand for detective or police ability, and I think such demand should be recognized and provided for, but in responding to it, methods can and should be found which will not handicap the progress of our attendance office along strictly educational lines.¹ A trained social research student is fully as necessary for successful attendance supervision as for successful vocational guidance supervision. In the interests of both efficiency and economy, development of the educational functions of our attendance department is one of Seattle's most immediate educational needs.²

H. Vocational Guidance and the Evening School

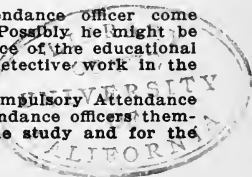
The evening school, as the day school, should combine in its curriculum both vocational and educational guidance, with this difference—the day school program should emphasize *educational guidance* as the basis of *vocational selection*, while the evening school program should be based on *vocational experience* and the type of its *educational guidance* should be determined by the demands of this *vocational experience*.

There are four definite lines of vocational service in connection with our evening schools:

(1) Vocational and educational guidance for the pupil who is in need of:

¹ Several duties now performed by the attendance officer come under the direction of the business department. Possibly he might be transferred to that department and be at the service of the educational department for court cases and for any line of detective work in the system.

² The last report of the National League of Compulsory Attendance Officers indicates the trend of thought among attendance officers themselves as to what their responsibilities are for the study and for the improvement of social-economic conditions.



(a) General education in order to compete with other workers of his age and ability.

(b) Supplemental education in order to progress in his vocation.

(c) Vocational readjustment through education.

(d) Counteracting education to minimize the disadvantages of day employment.

(2) Vocational contributions in the shape of occupational information and advice useful in the organization and the reorganization of evening school courses.

(3) Securing vocational reactions from evening school pupils which are helpful in organizing day school courses and counseling day school pupils.

(4) Use of the evening schools as the best means of articulating education with industry.

Probably, there is no educational effort in connection with the school system which is bringing such unsatisfactory returns to all interested parties as is the evening school. This dissatisfaction is universal, in Seattle and elsewhere. What is its cause? Administrators and educators know only in part, but they do know that the problem will not be entirely solved until it receives much more supervisory attention and much more careful analysis. Many facts must be studied and tabulated: logical conclusions must be drawn from the facts; recommendations must be based upon conclusions, and experimentation and readjustment must be based on recommendations before we can hope for very much progress. Some of the causes we know now and should take steps to remedy; others we may find to be inherent in evening school work and not to be remedied. Still others which we may not be able to solve now, may be easily solved when we have more light on the subject.

In no other section of this report am I drawing conclusions from such crude and incomplete data. In-

deed, I am hesitating between my inclination to cast out all evening school statistics as inaccuracies unworthy of presentation, and my feeling that until these same inaccuracies and unscientific procedures are tabulated we shall have no foundation upon which to begin reform. It is because I hope that upon this foundation a better system may be built that I incorporate this section in the report. Much of the interpretation will be left to the Superintendent and the workers who may follow me.

Because of the impossibility of reconciling the statistical inaccuracies, I have given the sources of information wherever any question might arise.

When the evening school problem is solved, it will be solved by the adaptation of the material and content of our curricula to the needs and abilities of those who attend. Our first question, then, is—Who attends? Our second—What are their abilities and what are their needs?

1. Pupils Who Attend Evening Schools

Five thousand seven hundred fifty-nine (5,759) pupils registered in our evening schools last winter; 3,277 in the high school, 1,292 in the grammar school, and 1,190 foreigners in the classes giving instruction in the English language. If we could analyze these statistics scientifically, they would tell us definitely who attends, what are their abilities and what would best meet their needs. As it is, we can but make a beginning which may point the way for another year.

Table I. tells us how the 5,759 pupils were distributed according to nativity and nationality. Sixteen hundred and two (1,602) were native born of native parents, 1,439 were native born of foreign parents and 1,436 were foreign born.

Each school has been classified separately because an evening school supervisor can derive valuable sug-

gestions from knowledge of the various foreign groups which predominate in each locality, or school district. Moreover, knowledge of types is very important in selecting methods of instruction for immigrants, and it is most desirable that teachers be chosen for their ability to adjust to the viewpoint of the different nationalities.

Table II. was made from the naturalization record cards which have been received from the Federal Government during the year.¹ It is of interest as indicating the type of foreigner who desires to become a citizen. If the same class of information were to be tabulated from year to year, we would be able to adjust and to readjust our evening courses and our methods of instruction to the changes in nationality as they appear. It is introduced at this point for purposes of comparison with Table I. regarding location with reference to nativity and nationality. The two tables taken together throw considerable light on the subject.

It can be seen at a glance that Queen Anne² and Lincoln have the problem of North Europeans almost exclusively while the Franklin has a South European problem. I was interested in the fact that the Russians alone are anxious to secure evening high school instruction. This is probably accounted for by the greater eagerness with which the Russian Jew seizes the advantage of free public education.

¹ The purpose of these cards is explained on page 61.

² This includes the grammar schools in the vicinity.

Table I. Nationality and Location of Evening School Pupils 1915-16¹

Pupils of Foreign Parentage	Broadway		Central		Franklin		Georgetown		Lincoln		Queen Anne		Washington		Total	
	For. Born	Nat. Born	For. Born	Nat. Born	For. Born	Nat. Born	For. Born	Nat. Born	For. Born	Nat. Born	For. Born	Nat. Born	For. Born	Nat. Born	For. Born	Nat. Born
Albania.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....
Australia.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Austria.....	27	16	15	.....	2	4	2	.....	.....	.....	5	4	4	1	55	25
Belgium.....	2	3	14	.....	5	.....	5	.....	.....	.....	.....	1	.....	.....	26	5
Bulgaria.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....
Canada.....	88	97	.....	.....	7	17	.....	.....	7	5	8	12	.....	1	110	132
Denmark.....	24	40	.....	.....	1	8	1	.....	2	1	.....	5	3	2	31	56
England.....	97	144	3	.....	18	28	.....	.....	6	18	5	16	2	4	131	210
Finland.....	18	12	3	.....	.....	.....	.....	.....	1	1	4	1	1	.....	26	14
France.....	12	26	1	.....	4	7	.....	.....	.....	3	3	4	.....	.....	20	40
Germany.....	71	201	6	1	11	35	1	.....	6	23	8	22	5	2	108	284
Greece.....	18	1	22	.....	.....	.....	1	.....	.....	1	.....	.....	1	.....	41	1
Holland.....	10	6	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	11	7
Iceland.....	5	4	1	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	7	5
Ireland.....	27	93	1	.....	1	19	1	.....	1	11	3	14	.....	3	34	140
Italy.....	11	10	17	.....	2	.....	18	.....	12	2	3	2	43	14	106	28
Japan.....	26	2	31	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	58	2
Mexico.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Norway.....	104	89	18	.....	3	7	.....	.....	6	20	10	13	2	2	143	131
Poland.....	14	8	11	.....	.....	.....	1	.....	.....	.....	.....	1	2	2	28	11
Russia.....	64	30	26	.....	2	2	2	.....	1	.....	4	1	95	11	194	44
Scotland.....	24	66	1	.....	2	7	.....	.....	3	10	1	14	1	.....	32	97
Spain.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Sweden.....	126	106	12	.....	7	18	.....	.....	16	23	7	16	4	2	172	165
Switzerland.....	7	7	.....	.....	1	1	1	.....	3	1	.....	.....	1	.....	12	9
Syria.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Turkey.....	3	2	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	14	.....	18	2
Wales.....	4	13	1	.....	.....	6	.....	.....	.....	.....	1	1	.....	.....	6	21
Miscellaneous.....	20	6	7	.....	.....	.....	.....	.....	1	1	.....	.....	29	3	57	10
Unknown*.....	812	982	191	1	67	159	32	.....	64	121	63	128	207	48	1436	1439
U. S. A.....	.....	1147	.....	.....	.....	84	.....	.....	.....	207	.....	114	.....	175	.....	882
Total.....	2941	.....	300	356	116	.....	.....	.....	559	453	434	.....	.....	.....	5159	800

Ballard figures not included in above.

*These figures include both foreign and native born.

¹ This tabulation was made from the registration cards in each school.

Table II. Nativity with Reference to Location
1267 Federal Reports

Country	Total	Central	South	North	Ballard	West Seattle	Miscellaneous
Albania.....	1	1					
Argentina.....	1		1				
Australia.....	3	1		2			
Austria.....	64	28	18	6	5	5	2
Belgium.....	13	7			3	1	2
Bulgaria.....	7	4	3				
Canada.....	175	83	19	38	15	3	17
Denmark.....	51	23	6	4	4	4	10
England.....	134	25	33	28	13	9	26
Finland.....	35	21	1	3	8		2
France.....	9	2		4		1	2
Germany.....	89	54	11	9	8	2	5
Greece.....	23	19	1	3			
Holland.....	13	1	2	7	1		2
Hungaria.....	16	2	6	2	6		
Iceland.....	1				1		
Ireland.....	47	34		1	3	4	5
Italy.....	70	14	25	11	1		19
Mexico.....	2	2					
Montenegro.....	5	2	1		1	1	
New Zealand.....	2	1	1				
Norway.....	185	103	16	26	30	5	5
Peru.....	1	1					
Poland.....	4	4					
Russia.....	80	47	15	6	4	1	7
Scotland.....	55	30	6	14	1	2	2
Spain.....	5	3		2			
Sweden.....	123	29	10	37	19	14	14
Switzerland.....	12	6	1	2			3
Syria.....	4	2		2			
Tasmania.....	2	2					
Turkey.....	28	23	1	1	1		2
Wales.....	7	1		4			2
Total.....	1267	575	177	212	124	52	127

Age statistics are a second source of information in attempting to decide who attends our evening schools.

Table III. Ages of Evening School Pupils 1915-16¹

School	13	14	15	16	17	18	19	20-24	25-29	30-34	35-39	40-50	Over 50	Total
Ballard.....	.....	6	14	53	56	49	55	156	106	47	28	25	5	600
Broadway.....	.....	10	31	72	119	154	204	920	608	365	214	206	38	2941
Central.....	.....	1	7	8	7	16	14	94	86	40	18	9	.....	300
Franklin.....	.....	4	13	36	48	34	32	85	45	22	18	16	3	356
Georgetown.....	.....	1	5	14	8	13	7	37	13	5	11	2	.....	116
Lincoln.....	.....	2	16	29	47	56	45	149	90	43	29	40	13	559
Queen Anne(?).....	1	1	13	12	30	27	39	141	71	55	26	32	5	483
Washington.....	.....	1	9	12	15	31	30	147	109	41	21	14	4	434
Totals.....	1	26	108	236	330	380	426	1729	1128	618	365	344	68	5769

¹ From the Reports of Principals.² The pupil 13 years of age was a girl who accompanied her mother to the sewing class. She was a regular day school attendant.

Nearly all the pupils under 16 are either attempting to complete the grammar school course or are taking mechanical lines related to day employment. Many registered through our office and a large number have reported back as to their satisfaction with the courses and the character of the instruction. At the opening of the term, we tried to follow up these younger pupils by means of an absent list sent in each week from the school. It was a most satisfactory plan for service to the pupil, but proved too irksome to the teachers.

Statistics also show a large group of pupils from 16 to 20 years of age. This is encouraging, for, could we reach these pupils we might exert a wide educational influence at an age when such influence is most important in more ways than one.

One of the interesting problems in connection with this type of pupil is *motive*. Why do these young people attend evening school? Sometimes, they try it over and over each year with varying results—the one to complete a regular program for progress, the other to waste his time with no definite return. Some are very much dissatisfied with the character of the work and the quality of instruction; others cannot say enough as to what it has done for them. We may, and do, ask for motives, but we can never be sure we are interpreting them correctly. There are probably five controlling motives for entrance—general education, vocational promotion, vocational readjustment; home use, and a social meeting place for friends.

2. Abilities and Needs of Evening School Pupils

Before we can know the foundation upon which our evening courses must be built, we shall have to have definite information as to the previous education of evening school applicants. Were we to require this at the time of registration, we would be less likely to

allow the fifth and sixth grade girl in our stenographic courses.

A second factor which will help us in deciding upon the abilities and needs of evening school pupils is the question of day employment. What are the various employments represented in the evening schools? Can the workers in each be grouped in such a way that class instruction may be brought to bear on their individual problems? What specific vocational demands can we meet for each individual?

We may state, on general principles, that pupils employed during the day will come from either enervating or energizing employments. I have classified the pupils who registered at our office very carefully, keeping this distinction in mind, and I believe, were there a broader basis for generalization, some conclusions of value might be drawn. Nearly all of the younger pupils are in more or less energizing lines.¹ These are the same lines which our pupils seek the most eagerly and enter with the least forethought, and from which, especially under our wage laws, they are almost sure to be forced out at 18 years of age. What boys and girls of this type need is vocational guidance, and after that the help of the evening school for definite vocational training with a definite purpose in view.

Our evening schools are already organized to handle this class of work but they lack certain elements which are essential to success.

Enervating employments do not take as many young workers from our office. Such lines are less eagerly sought and those who enter are more likely to be permanent. In some of the manufacturing cities of the East, there are many more young workers in this class than in the other. Local opportunities for child labor control to a large extent. Punch-press operating.

¹ Delivery boys, newsboys, bundle and cash girls, office boys, etc.

some automatic office operations, and several factory processes are the main lines of enervating work in Seattle.

Workers in these lines are habitually tired, mentally and physically, and whatever evening study they pursue, if it be of real assistance, must be offered in the shape of counteracting rather than supplemental courses.¹ Our evening school system has, as yet, made no study of these two different classes of workers and offers nothing of benefit to the enervated pupil. We have analyzed the problem pretty carefully so far as our limited information permits. It would be most interesting to know what percentage of evening elimination is from enervating employments. We cannot know this until we list all the different employments at registration, and then check each elimination.

Tables IV. and V. indicate the relation of day employment to evening school courses. This tabulation is made from the best information at our command² but is of little value in solution of the real problem. The same class of material was used two years ago in a similar tabulation for "Seattle Children in School and in Industry." At that time, I had had no opportunity to inquire into the actual value of the written record and I accepted it as of much greater informational value than my later experience warrants. I assumed that pupils registered as "factory workers" were employed in the manufacturing departments of the houses mentioned. Personal interviews, during registration, have proven that many who register as "factory workers" are actually employed in the distributing offices and should be classified entirely differently. This is common, also, in other lines and tends to false interpretation of records.

¹ The best presentation of this subject with which I am familiar is found in "Education for Industrial Workers," by Herman Schneider. It is most suggestive for evening school teachers.

² Registration cards.

Table IV. Relation of Evening Study to Day Employment 1915-16

Day Occupation	Men								
	Totals	Mechanical		Culture		Commercial		Trade	
			%		%		%		%
Trade.....	570	13	2	162	28	130	23	265	47
Factory.....	60	11	18	30	50	17	29	2	3
Farmer.....	7	2	29	4	59			1	14
Laborer.....	109	13	12	49	45	35	32	12	12
Laundry.....	21	1	5	17	85	3	10		
Delivery.....	37	5	13	14	40	16	43	2	5
Professional.....	39	6	16	20	51	13	33		
Newsboy.....	7					5	71	2	29
Student.....	28	1	4	12	43	12	42	3	10
Teacher.....	11	4	36	4	37	2	18	1	9
Office.....	432	50	11	135	28	269	53	27	5
Store.....	370	44	11	102	28	205	55	19	6
Government.....	35	6	17	16	46	8	22	5	15
Miscellaneous.....	249	33	14	131	52	72	30	13	4
Total.....	2025	189	10	697	34	787	38	352	18

Table V. Relation of Evening Study to Day Employment 1915-16¹

Day Occupation	Women								
	Totals	Domestic Science		Culture		Commercial		Trade	
			%		%		%		%
Factory	34	3	10	12	33	10	33	9	25
Housework	126	38	30	45	36	21	17	22	17
Housewife	389	62	16	139	36	46	11	142	37
Laundry	29	2	10	14	48	7	25	6	21
Office	478	62	13	133	28	219	46	64	13
Store	154	21	14	33	21	62	40	38	24
Student	14			10	71	2	15	2	14
Teacher	96	33	34	35	36	8	9	20	20
Telephone	35	5	14	8	23	16	45	6	17
Trade	85	8	10	24	28	24	29	29	34
Miscellaneous	85	23	27	28	33	23	27	11	13
None	554	61	11	172	31	214	39	107	16
Total	2079	318	15	653	31	652	31	456	22

Careful registration is the very foundation of evening school success. We need a new permanent record card which will tell, in addition to the information now called for, the previous education, where secured² and the definite processes of day employment. Our

¹ Information was tabulated from registration cards.

² Place of education is suggestive in its bearing on vocational training for localized industries.

present record system is not permanent, and it is not uncommon for pupils to register several years in succession, only to take up class room and cause useless public expense. Many drop out after the first few evenings.¹ Permanent records would indicate which pupils are doing this sort of thing and would result in refusal of registration. Moreover, were accurate records to be kept from year to year we would soon have some definite basis for purposeful study in our efforts to reach the evening school problem. Last September, we allowed pupils who desired vocational advice to register at the central office. Personally, the opportunity to interview so many evening school pupils was of great value, and I feel that some similar plan would be of permanent benefit in reducing the registration of the class of pupils whom we do not want in evening schools, and in making the courses of more benefit to those who are sincere. Of the 1,568 who came to the central office to consult, 313 were advised not to enroll in the evening classes. It would seem that the Board must sooner or later analyze this problem and draw a much more definite line as to the type of pupil who should be admitted to classes under our elementary and secondary school system. Do college graduates belong in these classes in Commercial Law, Spanish and many other subjects, or do they belong in the University Extension Classes? Even if it seems wise to be most liberal in admission, what is the influence on the material used and the methods of instruction when we attempt to instruct in the same class the man with the college background and the high school boy?² For which type do we expect to provide? The university extension courses should not be duplicated in our public schools. The Director is willing and anxious to

¹ There was no data, except name by name, for the entire 5,759, from which to indicate how many drop out during the first month, the second month, etc.

² This is one cause of elimination. Both types cannot be accommodated in one class.

co-operate in organizing so that the best interests of all may be served and it would seem wise to have a conference on this subject before the opening of the new year.

3. Irregularity of Attendance

Irregularity of attendance is the one all inclusive problem of the evening school. It seems sometimes as though solution were almost beyond the control of the school. There are many causes—sometimes, pressure of work, late hours, weather, health, or social attractions which are stronger than educational interests, may be the explanation; sometimes, the quality of the work and the character of instruction.

Statistics tell us that our total registration was 5,759. Of this number, only 1,959 remained through the entire year.¹ The average attendance was but 1,746 and only 50 pupils were present every evening. These statistics, unfavorable as they are, are probably somewhat more favorable than facts warrant. The regulations of the Board require discontinuance of classes whenever average attendance falls below twelve. If strictly adhered to, this rule frequently results in closing classes which teachers would be glad to retain, not always from selfish motives, although this plays its part, but oftentimes because a small group of very earnest workers is bitterly disappointed at loss of opportunity to complete the course.

I visited the schools fourteen evenings last winter and nineteen evenings the winter before. On each occasion, I noted carefully the number actually present. This year, I was able to check my own count with the count in the daily report, received at the superintendent's office. The following difference in statistics for the same class was observed:

¹ Six months.

Actual Count	Records
14	19
11	17
3	12
6	15
31	42
9	16

In checking attendance, I was careful to avoid taking count in such a way that pupils might either enter after count, or leave before.¹

The three tables which follow may be analyzed for attendance information.

Table VI. indicates the total registration in each school and the attendance at the close of the year, for each sex, in both elementary and high school.

Table VI. Evening School Attendance 1915-16

	High School		Grade School		Total		Amer- ican Born	For- eign Born	Total
	B.	G.	B.	G.	B.	G.			
Ballard—									
Total Reg.....	203	222	128	47	331	269	479	121	600
No. at close.....	64	113	47	21	111	134			
Broadway—									
Total Reg.....	1268	1228	244	201	1512	1429	2059	882	2941
No. at close.....	366	490	108	85	474	575			
Central—									
Total Reg.....			260	40	260	40	59	241	300
No. at close.....			82	13	82	13			
Franklin—									
Total Reg.....	230	126			230	126	268	88	356
No. at close.....	83	34			83	34			
Georgetown—									
Total Reg.....			71	45	71	45	68	48	116
No. at close.....			10	1	10	1			
Lincoln—									
Total Reg.....	260	215	52	32	312	247	439	120	559
No. at close.....	46	59	9	8	55	67			
Queen Anne—									
Total Reg.....	207	208	12	26	219	234	372	81	453
No. at close.....	87	83	4	7	91	90			
Washington—									
Total Reg.....			342	92	342	92	60	374	434
No. at close.....			108	31	108	31			
Total—									
Registered.....	2168	1999	1109	483	3277	2482	3804	1955	5759
No. at end.....	646	779	368	166	1014	945			

¹ These statistics can be verified by others who were interested in the same problem.

Table VII. indicates the total registration, attendance at close and percentage completing the course. It also shows the number registering at the Central office for each school. We have tried to ascertain how many who had advice at the Central office remained at the close in proportion to the total number remaining. Had we been able to do so, it might have been of advantage in deciding the advisability of combining vocational guidance with evening registration.¹ Incomplete returns on this subject are tabulated as they are valuable with reference to the individual schools.

Table VII. Total Registration and Attendance 1915-16

School	Total Original Entries			Registration Main Office			
	Number	Attendance at Close	% of Original Entries at Close	Number	Attendance at Close	% of Main Office Registration at Close	Main Office Never Entered
Ballard.....	600	245	40	105	A	.....	.....
Broadway.....	2941	1049	35	693	A	.....	.....
Central.....	300	95	32	50	10	20	4
Georgetown.....	116	11	10	13	A	.....	1
Franklin.....	356	117	33	122	74	60	12
Lincoln.....	559	122	22	127	63	50	2
Queen Anne.....	453	181	40	104	74	70	9
Washington.....	434	139	30	41	25	61	.....
Total.....	5759	1959	35	1255	.....	.....	.....

A. Not reported.

Although we cannot tabulate it, we have had an interesting report from the Ballard evening school regarding the value of vocational assistance at date of registration. The Principal, who made a study of evening schools for the Saturday morning vocational class, analyzed his building registration with reference to the type of pupil who took advantage of central registration and the returns on the effort. He found

¹ Necessarily a crude conclusion at best, as there was much advisory work at the central office which could not be called vocational guidance.

29 pupils of the younger element registered down town, 23 remained at the end and received promotions.

The Broadway Principal did not return the cards of eliminated pupils, and hence we had no way of checking elimination from central registration other than name by name from the large number of class registers. We did check, but were unable to recheck and lay no claim to absolute accuracy. We found in actual class attendance 502 out of the 693 pupils who registered at the Central office.¹ Comparison of the statistics which are complete shows a much greater percentage of retention in Central office registration than in building registration.

There are many pupils each year who register but who never attend a class.² In Table VII., "Original Entries" means actual class attendance while "Registration at Main Office" means all who registered whether ever in class or not. The column marked "never entered" is the number who registered at our office, but never entered classes. Somewhere between the 693 registration and the 502 whom we know were in classes, we would find the Broadway statistics for this group.

Table VIII. is the most interesting of all the evening school tabulations. When we have found the percentage of leakage, the next step is to seek to locate it. From what classes is elimination the largest? Table VIII. shows elimination by subjects and should be exceedingly valuable as a guide in organizing courses.³

I make no effort to interpret this information. Each who is interested may well ask: Why 606 original entries in Spanish and only 194 at the close? Why 580 ori-

¹ All checking for all other schools was done by means of the duplicate record card in our office.

² Enrollment and registration are confused in some of the reports.

³ Original entries are taken from the building reports. Attendance at close is not the number at the very close but is the last record sent to the Superintendent's office by principals. Naturally it is somewhat larger than facts warrant.

Table VIII. Elimination by Subjects

	Ballard		Broadway		Central		Franklin		Georgetown		Lincoln		Queen Anne		Washington		Total	
	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.	O. E.	A. C.
Algebra.....	28	8	96	31	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	124	39
Geometry.....	33	.....	55	37	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	88	37
English.....	22	2	213	42	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	235	44
Literature.....	.....	.....	79	35	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	79	35
Com. Eng.....	18	6	305	36	.....	86	19	.....	.....	.....	117	16	.....	54	9	.....	580	86
Com. Law.....	.....	.....	130	31	.....	45	10	.....	.....	.....	.....	.....	.....	40	.....	.....	215	41
Am. Hist.....	.....	.....	39	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	39	13
Civics.....	.....	.....	24	16	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	24	16
Economics.....	.....	.....	27	9	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	27	9
French.....	.....	.....	141	68	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	141	68
German.....	14	6	90	37	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	104	43
Spanish.....	25	6	452	134	.....	40	10	.....	.....	.....	41	30	.....	.....	.....	.....	606	194
Physics.....	12	6	18	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	30	6
Chemistry.....	13	8	42	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	55	21
Pennamanship.....	51	14	241	53	.....	110	26	.....	.....	.....	119	23	.....	52	.....	.....	473	116
Art-Design.....	.....	.....	114	54	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	137	67
Cooking.....	32	10	98	31	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	154	41
Sewing.....	48	21	144	47	.....	35	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	337	86
Millinery.....	45	20	182	67	.....	29	11	.....	.....	.....	.....	.....	.....	.....	.....	.....	349	135
Carpentry.....	.....	.....	14	14	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	72	26
Cab. Making.....	37	14	37	13	.....	27	18	.....	.....	.....	.....	.....	.....	48	19	.....	149	64
Mech. Dr.....	38	11	58	9	.....	19	8	.....	.....	.....	28	7	.....	27	16	.....	170	51
Arch. Dr.....	.....	.....	39	4	.....	7	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	46	4
Sheet Metal.....	.....	.....	118	9	.....	8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	126	9
Gas Engines.....	.....	.....	109	25	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	109	25
Electricity.....	.....	.....	67	23	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	67	23
Bookkeeping.....	48	12	321	99	.....	50	14	.....	.....	.....	102	13	.....	73	47	.....	594	31
Shorthand.....	72	47	480	133	.....	110	24	.....	.....	.....	115	24	.....	126	47	.....	903	275
Typewriting.....	72	dis.	446	164	.....	143	12	.....	.....	.....	126	16	.....	114	43	.....	901	235
Com. Arith.....	51	10	216	26	.....	93	24	.....	.....	.....	65	7	.....	40	10	.....	465	77
Grammar Gr.....	175	20	529	52	.....	59	25	.....	.....	.....	84	22	.....	.....	.....	.....	1362	162
Foreigners.....	110	34	341	73	.....	241	59	.....	.....	.....	38	14	.....	38	13	.....	1250	256
Phys. Cult.....	.....	.....	195	43	.....	77	13	.....	.....	.....	.....	.....	.....	28	10	.....	300	66
Drawing.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Music.....	.....	.....	78	34	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	78	34
Total.....	944	255	5538	1475	300	84	885	189	87	13	977	211	794	269	964	93	10389	2389

Note: O. E.—Original Entries. A. C.—Attendance at close.

ginal entries in Commercial English and only 86 at the close? Why organize classes for 215 Commercial Law students and only keep 41 to the end? What is the matter with our evening school attendance, are we entering too many pupils who are not evening school material, or are we failing to offer them anything worth while after admission?

4. Methods of Teaching

Methods of instruction in evening schools opens up a wide field which belongs to the educational rather than to the vocational department. My own observation indicates that evening school methods are badly in need of standardization and educational supervision. We need a live wire in the educational department who is a student of evening school problems, and we need him all the year—not from October to April. Pedagogical procedure cannot be transferred from the day to the evening school. The problems are often entirely different. Mary may have been well understood last year by her teacher in the Seventh Grade, but when she comes back to the Evening Eighth Grade with her new wage-earning experience she is disappointed to find that her viewpoint is not understood as it used to be and becomes discouraged. It is experience with life that helps us to understand and interpret evening school pupils correctly. Too few of our teachers have the background for evening school success and our little wage earner knows it better than we.¹

As has been stated before, the Ballard Principal made a special study of the evening schools for our Saturday Vocational Class. He offered, in his report, a number of suggestions which are valuable and for that reason are included.

(1) Have two semesters so arranged that no school

¹I have had enough experience in the vocational office to realize that this inability to understand the wage earner is a vital cause of elimination. The same trouble arises with reference to day pupils who return to school after wage earning experience.

work will be offered during December. Irregular attendance due to seasonal demands is very marked at this time.

(2) Require all applicants to register at the Central office¹ and keep permanent records there.

(3) Allow but two periods for the high school and automatically permit registration for but two subjects.²

(4) More short unit courses in academic subjects.

(5) Courses for foreigners leading to citizenship.

(6) Standardization of entrance requirements for stenographic courses.

(7) Better material for class use. Either the lesson sheet or the *best* rather than the left-over books.

I also suggest inquiry into the success attending the lecture courses given by the public library. It may be possible to substitute something of this kind for certain lines of class work. New York City has rendered a great educational service in this way.

5. The Immigrant in the Evening School

The problem of Americanizing the foreigner has grown steadily in importance during the last few years. National and local organizations have come into being for the express purpose of assisting in the solution of the problem. Education is an important factor. The type of education and the best methods of imparting instruction are attracting considerable attention from educators.³

In October, 1915, the Superintendent received a communication from the Bureau of Naturalization asking educational co-operation in the preparation of aliens for citizenship. Since that date, he has received

¹ Central office registration is one way of handling the problems involved in this phase of evening school work. I have not had sufficient experience to warrant stating that I think it is the *best* way.

² This appeals to me as an advisable plan—educationally advantageous and a large saving financially.

³ There are many publications on this subject which would be helpful to teachers. Moreover the methods of teaching English in the Government Schools are suggestive of better methods for the average public evening school.

educational record cards for 1,267 aliens who have filed naturalization papers.¹

Table II., already discussed on page 46, indicates who our new citizens are to be, and in what section of our city they have located.

Table IX. indicates the economic contribution they are making to Seattle industrial life and the different class of labor which is coming from each country.

Table IX. Foreigners Applying for Citizenship Papers

Country	Laborer	Trade	Commer- cia	Independ- ent Business	Housewife	Total
Albania.....				1		1
Argentina.....		1				1
Australia.....	1		2			3
Austria.....	24	22	1	2	15	64
Belgium.....	9			1	3	13
Bulgaria.....	4	1		1	1	7
Canada.....	23	41	55	9	47	175
Denmark.....	17	18	5		11	51
England.....	43	41	11		39	134
Finland.....	17	10	2		6	35
France.....	1	4	2		2	9
Germany.....	21	34	10	7	17	89
Greece.....	14		1	5	3	23
Holland.....	5	8				13
Hungary.....	6	7			3	16
Iceland.....	1					1
Ireland.....	9	15	15	2	6	47
Italy.....	44	8	4	5	9	70
Mexico.....	1	1				2
Montenegro.....	3	2				5
New Zealand.....		1			1	2
Norway.....	105	39	12		29	185
Peru.....	1					1
Poland.....	2				2	4
Russia.....	19	26	13	7	15	80
Scotland.....	8	17	11		19	55
Spain.....	2	1	1		1	5
Sweden.....	40	43	8		32	123
Switzerland.....	6	4	1		1	12
Syria.....	2		2			4
Tasmania.....	1				1	2
Turkey.....	16	4	3		5	28
Wales.....	1	3	1		2	7
Total.....	446	351	160	40	270	1267

We have as yet done little to help in the problem of Americanization. About 150 of these strangers were called upon in their homes and a great variety

¹ The extent of Seattle's immigrant problem compared with other cities in Washington is indicated in Appendix III.

of difficulties were found to prevent evening school attendance which was all that we had to offer.¹

Many of the men are unmarried, but those who are married are usually of the higher type and the home needs our help less than does the home of the South European who is not seeking naturalization.

The number of women of foreign birth who attend our evening schools is regrettably small as compared to the number of men. This is especially unfortunate as the American standard of home life must be largely acquired through the women. They do not attend our schools and, as they associate largely with those speaking their own language, they are Americanized very slowly, if at all. Men who come from the South of Europe are not inclined to feel the necessity of education for the women of the family, and, although they may attend evening school themselves, they do not encourage it for the women. Mrs. Crickmore suggests that an hour of English instruction for alien women be tried in two of our schools—the Washington for the Turkish Jew and the Colman for the Italian.

J. Vocational Guidance and Physical Defectives

Some of our most difficult problems have come to us in connection with the vocational guidance of physically handicapped pupils. There are occupational opportunities for these pupils if only we knew what and where they are, and if we could have a chance to offer educational guidance before it is too late to obtain the necessary vocational preparation. We have been able to assist a number who called upon us in time for such guidance, but the majority do not come until they are actually forced to seek employment, and then, we have the minimum wage requirements to meet as well as the industrial requirements. Each individual case of this

¹ Mrs. Crickmore is our best visitor in alien homes and is also a successful and experienced evening school teacher. We are indebted to her for the suggestion regarding education of foreign women.

type has to be taken up separately with the Industrial Welfare Commission and, once or twice, I have lost positions because of the attendant delay.¹ Before we can solve our problems in this line, it is necessary to know the nature and extent of the handicaps. Therefore, we recently asked each principal to send us information as to the sex, age, number and class of defect for each physically handicapped pupil. There were 38 cases in which the information was too indefinite for use. The remaining number has been tabulated and classified below and should be used by the vocational department as a guide in studying this problem and in helping each who needs its help to make himself economically independent.

Physical Defectives in Seattle Public Schools, June, 1916

Nature of Defect	Boys	Girls	Total
Curvature of spine.....	5	2	7
Blind in one eye.....	1	2	3
Dislocation of hip.....		2	2
Deformed face.....	1		1
Arm off below elbow.....	1		1
Lame feet.....	10	6	16
Lame arm.....	1		1
Paralysis.....	2	5	7
Hand lacking.....	1	2	3
Stiff shoulder and neck.....	1		1
Artificial foot.....	1		1
Hair lip.....		1	1
Lower limbs useless.....	2		2
Club feet.....	2		2
Deaf, or nearly so.....	33	15	48
Undeveloped limb, due to infantile paralysis.....	7	4	11
Speech.....	35	13	48
Rupture.....	4		4
Total.....	107	52	159

K. Vocational Guidance and Vocational Assistants

This topic completes discussion of the organization of a vocational department. I have left it until the last because, as the director stands at the top of the

¹ This is not a criticism on the Commission. Special delivery is always used and the State Labor Department has been at all times willing and glad to co-operate. Co-operative study in connection with the Wage Commission has been temporarily suspended because of change in the State Department as well as in our office.

system and is responsible for the unification and co-ordination of all vocational guidance efforts, so must his associates stand at the bottom of the system and furnish the occupational and educational information which makes co-ordination possible. The director must depend on the teaching corps for one line of information and on his vocational assistants for the other.

No matter how carefully class teacher and librarian may do their work, no matter how anxiously the home may co-operate, there is bound to be a certain residuum of responsibility which must be assumed by those who are in constant contact with industry and who are each day observing causes of success and of failure. There is a certain type of knowledge which comes from familiarity with processes; from observation and analysis of the methods by which different employment managers sift applicants, and from study of the number and type of those who succeed and those who fail.¹ Occupational efficiency tests are receiving increasing attention from business houses.² Returns on this class of experiment must be studied and, where applicable, introduced into the vocational department.³ Seasonal occupations, their advantage and disadvantage, their dull periods and the opportunities for dovetailing two lines requiring related abilities, are also of importance to the vocational office. Each occupation is more or less specialized and information of worth can be secured only by the specialist who can go into the industry and study its requirements, its opportunities and the causes of elimination.

The line of differentiation between the functions of the school and the functions of the occupation is being

¹ Study of elimination from industry is fully as important for the welfare of society as is study of elimination from school.

² The Association of Corporation Schools has just set aside \$75,000 for a five-year experiment in one line. The research work began June 1, 1916. New York is doing some good work in Mechanical Vocational Guidance Tests.

³ In some industries I have learned to tell by observation that certain types are not fitted for certain occupations, but it is unsafe to take responsibility for too definite statements in this line.

more closely drawn. Each has a duty to perform but there is a point where the lines converge. At that point, we find the employment manager and the vocational director each interpreting the analysis of the other and each co-operating in the interests of social economy.

The National Association of Corporation Schools estimates its own responsibility for job analysis as follows:¹

"These job specifications should also contain a brief description of the duties of the job; the schooling or the sort of experience that is desirable in an employe; the posture of the employe, that is, whether employe will be sitting or standing, stooping or walking; the preferable age, weight and height of an employe; whether employe should be right or left-handed; the starting wage; the time taken by an average employe to earn an advance in wages; the probable maximum earnings of the position, and whether the job is steady or seasonal."²

The vocational director should be able to take this class of analysis and so co-ordinate it with pupil analysis that his knowledge may be a power in that type of educational guidance which will assist pupils in wise vocational selection.

Too much importance cannot be placed upon the interview with the young when using this information for purposes of guidance—in each interview the future of the human being may be at stake and the very best of human ability is never wise enough to equal the responsibility. Broad sympathies, wide experience in social and industrial life and keen insight into human nature are the minimum requirements. What shall we

¹ Advanced copy of the Report for 1916.

² Knowledge of the physical requirements of any industry and the qualities necessary to withstand the strain are very important. I have found this to be especially true in occupations admitting young girls and there have been a number of cases in which physical detriment has been avoided by knowing the requirements of industry and the physical ability of the child.

do to improve the personality and at the same time save from discouragement the boy, clumsy and overgrown, who tells us frankly that his personality has stood in his way? What shall we say to the child who admits everything bad and asks, "What shall I do?" What shall we advise the young mother who insists upon entering industry, with the burden of a nameless child?¹

After vocational information has been secured and incorporated in the curriculum and after vocational selection has been made, there are still two problems for the Central office: (1) How, through employment supervision and evening school assistance, may we help pupils to make good, and (2) how shall we take back and readjust the failure? This follow-up work cannot be done by the teacher and must be one of the duties of the Central office. The reasons are obvious—no teacher can give the necessary time to such problems to make her advisory work worth while, and, more than that, no individual teacher can handle enough pupils of the same type, in the same industry, to afford her a broad enough basis for generalizations. It is also difficult for any school system to win the respect of business houses if a number of different co-ordinators are calling upon them for the same purpose. Our educational system is centralized and our vocational work must be so if we are to secure business co-operation. Specialized information is also necessary in forecasting industrial change—the vocational director who neglects the trend of industrial progress will soon cease to be of any value as an advisor.

Much of this information secured by the Central office can be passed on to the corps in group meetings and discussions, but it is sometimes so specialized that it will not be of use except for the individual pupil. However we may look at it, there must be much vocational work for which we cannot depend upon the li-

¹ Eight unmarried mothers under 18 years of age have sought the advice of our department in their efforts to readjust to social demands.

brarian, or on the teacher, and there must be some form of central organization which controls and directs its own assistants. Experiments which have been tried in other cities are cited for the purpose of comparison and for whatever suggestion they may contain for Seattle.

(1) Vocational Counselor for each high school, for each sex, *full time*, covering all occupations.

(2) Vocational Counselor for each high school, for each sex, *half time*, covering all occupations.

(3) Vocational Counselor for each high school, *for both sexes, full time*, covering all occupations.

(4) Vocational Counselor for group grammar schools with the same variations as above.

(5) Vocational Counselors attached to the Central office, who visit each school on assignment.

These different plans may be analyzed with reference to certain general and obvious principles.

(1) Vocational Guidance is a profession—less than full time and an undivided interest will end in guidance which is not worth while. Half-time guidance has failed wherever it has been tried except in the very small city.

(2) Vocational Guidance in which one person attempts to specialize in all lines results in no specialization and no vocational information worth while.

(3) Vocational Guidance in which boys must accept the services of women only, and girls the services of men only, will lack an element of guidance which is very helpful on the moral and physical side.

(4) Vocational Guidance which provides for either high school or grammar school exclusively is bad policy.

(5) Vocational Guidance which incurs excessive expense should not be considered.

Let us now analyze both these plans and these general principles with reference to Seattle conditions.

(1) Plan 1 or Plan 2 would cost \$1,500 for each

high school and would ignore entirely the need of grammar school guidance.

(2) Plan 3 would be still more expensive and would also ignore the grammar school needs.

(3) Plans 1, 2 and 3 would each provide that class of guidance which is especially mentioned as undesirable—guidance based on too few cases and too narrow a perspective to make the work of value.

(4) Plan 4 would meet the needs of a large city. It is being tried in Chicago and as Seattle grows it may be a desirable method.

(5) Plan 5 would seem to meet our conditions with the maximum benefit at a minimum of expense.

(a) It would provide vocational assistance for both grammar schools and high schools.

(b) It would provide the advice of both men and women for guidance in industries where moral and physical problems are important.

(c) It would allow for specialization—a man on commercial lines who would also act as executive secretary for the central department—a man on trades, a woman on counter sales, mechanical office work and factories, and a woman on domestic service and attendance office work.

This plan for four assistants would not be advisable at the present time because the work of vocational guidance does not yet demand that number. The plan submitted in April called for four assistants for the consolidated departments, two to act as attendance officers and, therefore, not to cause additional expense. The service secured by the vocational department from these two workers would be due to better organization and more systematic management of duties and time. As suggested in the April report, an executive secretary would act as a vocational counselor for commercial lines and would also exercise some supervisory powers in the educational system; a woman attend-

ance officer would also act as counselor for factory or domestic service; Mr. Johnson co-operates most effectively with the vocational department and is willing and able to act as vocational guide for the trades. The remainder of the work can easily be handled by the director.

L. Examinations for Vocational and Attendance Officers

Vocational guidance is a specialized line of educational work and should require as a prerequisite to election a special examination along departmental lines—attendance and vocational guidance. Not only would this tend to standardize the work and place it on an equality with other lines of educational work, but it would save pressure for election from many applicants who are absolutely unfitted to do the work and who might possibly be permitted to attempt it.

Chicago has recently organized a vocational guidance department and has held examinations for this class of applicants.¹ The large number of totally unqualified workers who have solicited positions from us indicates the need of standardization.

¹ Information on the Chicago system is given in full in the Chicago Commerce.

SECTION II

Curriculum Suggestions

SECTION II

What can the schools do to remedy the specific defects mentioned in "Seattle Children in School and in Industry," and recognized by both educators and business men as worthy of attention?

I. Academic—accuracy, rapidity and neatness in the fundamentals.

II. Character—honesty, independence and ability to follow instructions.

III. Personality—hygiene, business dress, courtesy and refinement in speech and manner.

I. ACADEMIC DEFECTS

As has been stated earlier in the report, I have made no effort to study this problem scientifically. What little I have to offer has been secured during personal interviews at the office, or during my visits to the schools and to business houses. Throughout the year I have kept at hand small library cards on which have been noted matters of interest, or points which were suggestive for my own work. These cards have accumulated from day to day and the tabulated results of my observations are offered for what they may be worth.

A. Spoken English

During the first two years of my experience I was constantly noting the large number of school pupils who were unable to express themselves clearly and correctly. My attention was called, in one way or another, to several who had been refused vocational opportunities because of incorrect English when making application. Two stenographers holding our high school diploma lost their positions for this reason. Occasionally an employer would tell me of similar instances. Finally I began to question what might be the extent

of the defect, and what could be done to overcome it? I offer what has been condensed from my library cards in the hope that it will be interpreted by the corps in terms of better methods. Three hundred and eighty-three (383) different pupils calling at our office for various purposes have used English in their office interview which was sufficiently incorrect to have attracted attention anywhere. The grammatical errors of 324 of these pupils centered about twelve very common mistakes, while 59 were of considerable variety, such as "leave me go," "took sick," etc.

The twelve common errors follow:

- | | |
|---------------|-----------------|
| 1. That there | 7. Come—came |
| 2. This here | 8. Give—gave |
| 3. No—any | 9. Went—gone |
| 4. Of—have | 10. Learn—teach |
| 5. Them—those | 11. Was—were |
| 6. Done—did | 12. Seen—saw |

Naturally a somewhat limited vocabulary would be used in a conference on vocational subjects, but even then our experiment would seem to indicate that grammatical errors are few in number and are constantly repeated by the same and different persons.

In order to test the practical utility of formal grammar in overcoming this deficiency, without indicating that I had noticed any errors, I habitually asked high school pupils to correct written sentences containing their own spoken errors. Without a single exception the errors were promptly corrected and full explanations as to the rules violated were given. In a number of instances pupils were surprised to learn that they had just made the same error in conversation and several admitted that they had not acquired such habits of watchfulness over speech that they were conscious of errors. Some, who knew when mistakes occurred, felt that class recitation was not the time for rectification while later correction did not prove beneficial. Pupils,

themselves, realize, although they do not express it, that there is too much abstract teaching in English. We discuss the correct use of the various verbal forms, the pronoun and the adverb, when each is reached in the course of study, but not when discussion is needed for its concrete application and its practical value.

There seems to me to be two definite prerequisites for improvement: (a) Analyzation of the different kinds of errors that need treatment, and (b) some effective device for correction. The experiment which we have tried in the office might be repeated in each school. At the end of a semester it would be possible to classify and tabulate the exact number and kind of errors to be overcome. There would be many common to all schools and doubtless there would be others peculiar to the various localities.

Kansas City has recently made a similar study and found only twenty-seven grammatical errors common to its grammar school pupils. Other cities are outlining programs for the same sort of investigation. Tabulated results everywhere tend to show that incorrect English covers a small range but is often repeated. If we find this to be true in Seattle, the next step will be to devise methods for overcoming these specific errors. This is a problem for the educational department, but whatever method may be tried it is sure to fail unless we can encourage habits of watchfulness in our pupils. Were we to correct *for them* every error made in our presence, we could not be omnipresent, and we can only help them permanently by showing them how to watch and how to correct their own speech.

B. Arithmetic

Every business house expects of its employes rapidity, accuracy and neatness in the fundamental processes of arithmetic. There is constant complaint that the schools teach neither accuracy nor rapidity.

We have tested a great many pupils in our office

and find good cause for the complaints. Over 80 per cent. of accuracy is rare and speed seems to be considered of no importance whatever. It seems to me that our school system of grading in arithmetic is absolutely indefensible. Of course we should teach processes, and use of the right processes is indispensable, but of what practical value is the right process unless, by its use, we can reach a correct conclusion? Results, in practical life, are of no use if less than 100 per cent. correct. Pupils go from school to their business life with the wrong conception of what constitutes mathematical efficiency. One of our boys was surprised when he lost his position because of inaccuracy. He explained to us that he only averaged one mistake in twenty, which was better than he had ever done in school. I have found no business office looking for a clerk who makes one mistake in twenty, even if he does rank 95 per cent.

Some of you may recall that S. A. Courtis in testing New York children found them to average high in speed and low in accuracy. These findings were tersely interpreted by Superintendent McAndrews to mean that "it takes less time to get a thing wrong here than it does in the average school system."^{1 2}

In addition to these fundamental requirements I have found a number of problems of practical importance related to mathematics which are too little understood by pupils. Not necessarily because of business demands, but because of the importance of each pupil understanding the main principles upon which business is based. It is not uncommon for senior students to be unable to explain "overhead." We frequently offer pupils problems of this class: "If Mary can copy six pages an hour and Clara three pages, and Mary receives \$10 a week, what should Clara receive?" or, "If Mary

¹ Report on Divisions 4 and 5 Elementary Schools, Brooklyn.

² I do not take up this subject in detail nor do I attempt any suggestions because Assistant Superintendent Willard has been working along the lines of increased speed and accuracy for the past two years. He feels optimistic regarding results and hopes for additional improvements another year.

can make 2,000 buttonholes in a day and Clara 4,000, what proportion of Clara's salary should Mary receive?" Such problems are always selected with reference to the industry which the pupil is entering and in no instance has any pupil even dreamed of the "overhead" involved, nor has it occurred to any of them that because of this very item the girl who can make but 2,000 buttonholes is expensive help at any price.

C. Geography

On January 17, 1916, a place geography test was held in the Seventh and Eighth grades of the Seattle schools. The results were suggestive but not particularly encouraging. Pupils were asked to locate in the proper place within the state—Atlanta, Denver, Seattle, Minneapolis, Chicago, Cleveland, Philadelphia, Buffalo, Pittsburg and St. Louis. Returns for all schools were approximately 50 per cent. correct, with the Seventh grade results slightly higher than the Eighth.¹

Boston has just published results of a similar test. Her list includes—Minneapolis, Pittsburg, Lowell, New Orleans, Duluth, Lynn and Galveston.² With 71 per cent. as a passing grade, 53.5 per cent. of the pupils (594) passed.

Few place geography tests have been required from the pupils whom we have sent out. Six have returned to us with their test questions. All six have failed to pass at about 50 per cent., on exactly the same class of examination as that of the Public Schools. Two others, who were not tested prior to employment, lost positions because of repeated failure on place geography in actual practice. This is certainly significant for the educational system.

¹ Place geography is emphasized in the seventh grade. The fact that the returns were better here is an indication that memory, rather than ability to reason from geographical data, controls our methods.

² This was one question out of ten. The Boston study covers all phases of geographical knowledge and is an interesting report.

The actual school problem is more difficult to analyze, and probably will be more difficult to solve, than either the English or the Arithmetic problem. Business requirements in English and in mathematics are identical with educational requirements. Recognizing our problem we have only the question of method adjustment. The requirements of place geography cannot be standardized, not only with reference to business and education, but also with reference to the demands of different occupations.

The aim of place geography, as an element in education, should be to minimize memory power and to emphasize reasoning power—that is, remembering the exact location of any given city merely as a position on the map is not education, but ability to recall the location of a city as influenced by, and as influencing, its physical environment and man's activities in that environment, is an important phase of education. Even from this point of view we would do well to compare our school tests with the tests of business houses. Shall we study Buffalo or Duluth, Galveston or Atlanta, as the more important for modern commercial life? The reason for one location being of more *memory* value to the business man than the other is the same reason that it is of greater educational value to the child. Pittsburgh appears in every list and scores of pupils fail to come anywhere near the correct location. It hardly seems possible that the average grammar school pupil does not understand why Pittsburgh is located as it is, what the location has meant in early American history and what it means to economic history at the present time. It would seem to me that there must be so many associations connected with Pittsburgh that almost any one of them would visualize its position at any time. Uniformity in the business *test* and the educational test is not only possible but is advantageous to the

educational system.¹ The actual business *demand* relative to place geography is a different proposition and I have not yet seen how the schools could do very much to make the pupils more efficient except to call their attention to the special needs of certain occupations, and urge upon them such study *in employment* as may be necessary to meet the specific demands. Postal clerks, Western Union employes in certain lines, file clerks, clerks in large mail order houses, etc., cannot depend upon the place geography of the schools. Two of our boys lost such positions because, after what seemed to be a reasonable time for preparation, they could not locate cities correctly within the different parcel post zones. It seemed to me that their problem was individual, not general, and that they should have acquired the ability to solve it individually.

To summarize:

(1) Fifty per cent efficiency in place geography according to school tests corresponds to 50 per cent. efficiency in business tests.

(2) The business test is satisfactorily passed if it be correct even if based on memory alone. The educational test is never satisfactory unless it also tests ability to reason from geographical data.

(3) The character of the business test is such that the schools can and should prepare for it, but they cannot give the pupil the detail of place geography required for various occupations. They can develop concentration and the spirit of hard work which will cause pupils to respond to special demands on their own initiative.

D. Writing²

Penmanship is much more important than the average pupil realizes. Handwriting tests are always re-

¹ Business tests as a rule make a wiser selection of test cities because they keep in closer touch with the rather rapid changes taking place in the relative importance of cities.

² Spelling has been omitted because I have nothing new to offer and no suggestions to make for increased efficiency.

quired in certain lines and large numbers are rejected as applicants because of deficiency.

It hardly seems wise to have two systems of penmanship taught in the schools. Why should not uniformity be observed throughout the entire course?

E. Reading

We have had no complaints from employers on this topic, but have noticed in the office that pupils lack ability to read rapidly and interpretatively the material we offer. Silent reading should be encouraged if we expect our pupils to be able to acquire much information from the printed page. In later life ability to read rapidly and superficially, or intensively, as the case demands, is an invaluable asset. Many thousands of pages are read in my office where I should have been limited to many hundreds had I not been taught the habit of acquiring information rapidly in my younger years.

F. Commercial Education in the Public Schools

Commercial training¹ is the only phase of vocational education offered in connection with our public school system. Commercial reactions are constantly being received from practical life which are worthy of consideration. As I analyze these reactions, in the light of what the educator conceives to be the purpose of public education, I am continually asking: What is the prime object of a public commercial school? Is it to educate commercially those whom it believes able to qualify for success in business life, or is it also to educate, as well as their abilities permit, the pupils whom it believes unable to so qualify? The former view is strictly vocational and is always the one from which employers judge our product. The latter is strictly educational and is due to our feeling that the

¹ I use this term rather than, "education" because it more nearly describes our commercial system as at present organized.

public educational system is instituted to help each pupil realize his best possibilities, whether such possibilities bring high or low price in the labor market.

The vocational director must understand and sympathize with both views and, more than that, he must contribute, through vocational guidance to the solution of the problem by trying to meet the demands of each, without sacrificing the interests of the other.

1. Commercial Education for Vocational Diplomas

If we are to regard commercial education in the light of vocational preparation for successful pursuit of commercial life, do we know well the field for which we are attempting to prepare? Do we analyze the abilities of our pupils with reference to the different demands? What effort do we make to safeguard our reputation, and the wage-earning opportunities of our graduates by making some recognized distinction between the pupil whom we consider "qualified," and the one whose best will never be good enough to meet business demands?

We may know the field for which public commercial education in Seattle should prepare, but if we do, we can hardly claim to be preparing for it.

Commercial occupations may be roughly classified as competitive or administrative, and clerical. Whether the specific kind of work belongs in the one classification, or in the other, depends less upon the *actual* work done, than upon the *kind* of business in which it is done. Stenography is clerical work. In the wholesale line it is usually a stepping stone to administrative positions, while in the retail houses it remains office routine. Boys have little use for shorthand, and commercial forecast indicates that there will be less and less demand for them in this line. Stenography, on the other hand, is required for nearly all the higher paid positions open to girls. Boys as a rule fill the administrative positions, girls the clerical. Are we us-

ing our knowledge of difference in demands to organize our curriculum for the best good of each sex, or are we offering all the same course without reference to its future utility?

Employers in Seattle frequently send for a boy who wants to go into commercial lines. When I ask, "Would stenography be a help?" the reply is, "Oh, my, no; that's a girl's work; we want an office boy to work out into the administrative side"; or "We want a bright boy of the right type. We'll teach him more about commercial life in a week than you can teach him in four years."

Business men throughout the country have a general concept of the type of business education which is needed for progress, but they do not feel that it is either understood or offered by public education. Indeed, they do not ask us to offer the actual commercial education, but rather to provide a better background of what they term general education. They ask for accuracy in the fundamentals; the type of mental arithmetic which can tell at a glance whether a column is footed correctly or not; they ask for initiative, ability to grasp business ideas and methods, honesty, and perseverance under difficulties.¹

Requirements for girls are entirely different. Clerical training in specialized lines is an absolute essential to success. Progress depends upon individual ability and the opportunities offered in clerical lines for promotion. We have organized our courses well to meet this demand and, barring the general criticism as to academic accuracy, lack of knowledge of business standards and carelessness in dress and manner, we find our product giving satisfaction.

It is impossible to give this subject the attention which it merits, but it would seem to me that we must

¹ Modern commercial education from the point of view of the business man is well discussed in Chicago Commerce, July 16, 1916, and also in the Report of the National Trade Council which met recently in New Orleans.

have more practical commercial knowledge regarding the field in which our pupils are to use their education, before we can know how to give them the best preparation. It would seem, also, as though we should give our diplomas to those whom we are willing to send out as *qualified* for the positions which they are attempting to fill, and that they should be refused to the type of pupil whom we are interested in *educationally*, but whom we cannot recommend *vocationally*. I do not mean that such pupils should be refused vocational assistance, nor should they be refused a statement as to their actual abilities. Something of this kind should take the place of a diploma so that the business men would understand just what commercial graduation implied. Other methods of solution are possible. It might be better to require six months of successful experience prior to granting *any* diplomas. Any plan which would differentiate between these two classes of graduates would be worthy of trial.

The first step toward broadening the scope of our commercial courses is the organization of an advisory committee. I have observed the advantage of such committees in connection with the University Extension Courses and the Y. M. C. A. The best of Seattle's commercial experience is utilized by both of these institutions, while the public school system is badly in need of the same class of advice. Our school accountant serves as a member of both committees. Why not have his assistance for our schools as well as pass it on to others? All new and suggestive commercial material which comes to my office is borrowed for advisory use by these two outside organizations.

2. Vocational Guidance and Commercial Education

Vocational guidance in connection with any specialized line is of a two-fold character. Vocational guidance in making the selection from the general field of employment is general vocational guidance, and assist-

ance can be rendered by the central department. After the commercial field has been decided upon, vocational guidance within the field must come largely from the class or department teacher.

If the pupil fails to qualify in any phase of the specialized field it becomes the duty of the central department to take the pupil back, as it were, and try to help him find a new field better fitted to his abilities. I think this plan should be tried for many pupils now in our commercial courses. They are there, not because they are fitted for the work, but because we have no other practical course to offer. The commercial departments are overloaded with vocational problems which do not belong to them, but rather to the vocational director.

3. Course for Office Boys

We have had many calls in our department for office boys who possessed the qualities demanded for success and who could be promoted as they learned the business. Many such boys attempt to fill positions and fail, because they have so little idea of business demands and are not sufficiently alert to acquire new knowledge of their own volition. Complaints of this class are common:

"They are not careful about personal appearance."

"They don't understand that I'm paying for their time."

"They don't know enough to answer the telephone correctly."

"They don't know how to use the city directory."

"They can't put anything in its place."

"They don't understand what initiative means, etc."

If we could organize a class for office boys to meet once a week, I believe we could contribute something to the solution of this problem.

II. CHARACTER REQUIREMENTS

The National Association of Corporation Schools, in the advanced sheets of the Report of its Committee on Public Education, to be discussed at the annual meeting this year, reflects the latest opinions of employers on the problems of vocational equipment. After discussing the academic curriculum and the textbook problem, it summarizes its conclusions as follows:

"After all, it appears to be a fact that employers lay less stress on the educational qualifications of their employes than on character, appearance, skill, personality, willingness to work, adaptability, and other similar assets. From this it would seem that the personnel of a teaching force, the type of mind, and the character of the people with whom the child is brought in daily contact is of even more importance than the method of instruction or even than the subject to be studied."

This is not our only source of information as to business estimates of character essentials. Last year we collected and classified the same type of information from over 200 of the leading business houses, and from about fifty of the largest schools of the country. In not one of the 200 business replies did we find any mention of what we are ordinarily pleased to term "education." A large number mentioned general intelligence, but the only specific educational requirement was "correct use of English." This appeared a number of times. By far the most common type of expression was, "an educational system that will develop gumption, initiative, independence, imagination, alertness, and self-reliance."

We have sufficient evidence to standardize the opinions of business houses as to character essentials. Their requirements are also the requirements of society in general. With unanimity in demand, concerted action should be made to meet the requirements.

Convinced that some definite effort for character development in connection with education was essential

and, if rightly handled, would be beneficial, we have made experiments along two lines. One was dependent entirely on the teacher for success; the other was more dependent on the vocational department.

(1) During the months of July and August, a committee, appointed by the Superintendent, met and outlined a course of study along the lines of character development. The best methods of pupil approach and the best available material were indicated. Outlines were furnished to buildings interested in this subject. From all reports which I have received the returns have been excellent. It is to be hoped that more effort along the same line will be made next year.

(2) The second plan was instituted by our office for the express purpose of forcing pupils to realize that education, in all forms, has a meaning for life; that habits formed in school will be carried over into business life and will make for either success or failure. A recommendation blank was prepared summarizing the requirements for which there seemed to be a unanimous demand.¹ Every pupil who has come to our office has been obliged to bring the school estimate of his qualities as indicated in the blank. Of course there is much difference in interpretation of terms, and much diversity in grading systems, but we have been more than pleased with the returns on the experiment. Principals and teachers feel that it has been especially helpful:

(a) In indicating the importance of right habit formation.

(b) In connecting school with life.

(c) In lessening trouble with discipline.

(d) In broadening the service of the teacher.

When the pupil brings his estimate to the office it forms the basis of our conference. We obtain our best results when the pupil and teacher have already been

¹ Appendix II contains a copy of the blank.

over the strong and weak points, discussing the value of one and the disadvantage of the other. No matter what our ideal, American life is still very largely controlled by the dollar, and there are several very telling questions which every pupil understands: Would you be willing to hire yourself? What does any business house want of a boy who ranks "fair" in co-operation? What can an employer afford to pay a girl graded "poor" in courtesy when his success in business depends upon a high understanding of this same quality? Who wants a boy marked "fair" in promptness or in accuracy? How did you happen to get such marks? What specific things must be done for improvement?

In a few cases a poor record has been returned by an employer marked: "Can't use this type of boy." When this happens, every boy in school seems to know it and the effect is excellent.

Employers have been uniformly kind about sending back the lower half of the blank, and there are now several of our best firms who will not consider the application of boys and girls under 18 without our recommendation. Nearly every day pupils come to the office, often those who have been out of school a year or more, asking these recommendations for employers.

Under this plan twelve pupils whose school records were poor have returned to school to better their standing. One young boy who brought an unusually bad report was astonished to find how much value we placed upon it. He very readily selected his own weak points, told me that he deserved it all and would bring me back something next year that "would make me sit up and take notice when he wanted a place."

I have used these character blanks freely in public meetings and many parents have asked for them for home use in order to co-operate with us in our study.

This phase of vocational guidance is one of the lines mentioned before in which success is due to contact between mind and mind and its methods can

neither be explained nor taught, but it is the backbone of the whole vocational guidance system. If counselors cannot handle effectively this side of the work, they cannot hope to be more than employment managers. I should advise retaining this element in the work if all else must be lost, and I most sincerely hope that its importance may be realized in organizing the new department. Whatever promotes character development is always justifiable educational work.

III. PERSONALITY

What is personality? It is certainly more than mere outward appearance. Possibly we might say that it is character and ability revealed in outward appearance. Whatever it is, it is worth cultivating and is one of the most valuable assets a pupil has in seeking vocational opportunities. Over and over I have been told by employers that personality controls nine-tenths of the decision in selection. Specific criticisms as to dress, manner and methods of presenting qualifications are easy to obtain.

If only we could realize that the moment our pupils enter the door they begin to express their personality. How do they enter? Are they neatly dressed? Are they ladylike in manner and conversation? Do they lay a wet umbrella on our office table? Do they put their feet on our table?

I have often tried to explain to pupils that every salesman must advertise his goods before he can sell them. The most important sale they will ever have to make is the sale of their own ability. How are they going to advertise it? Gum chewing may make a child very happy, but, ability advertised chewing gum, is not ability advertised to the best advantage.

Last week a mother called with her daughter to consult regarding employment. She explained to me, in the presence of the girl, that the child was now 15

and must earn her own living in some way; she was undersized, which of course would not appeal to employers, and she was very slow mentally or she would have been through the grades long ago. I watched the child as the mother enumerated her poor qualities. She concluded with the remark that the teachers had done nothing to make the child worth more financially. Both mother and child were chewing gum, both had unclean teeth, the little girl was very unbecomingly dressed and her hair completely covered both forehead and ears. As I drew the child out in conversation she became quite attractive and I wondered whether she lacked desirable personality or whether personality was advertised to the worst possible advantage. We have to learn to advertise our personality, as well as to acquire it. In this particular instance the mother seemed to be the worst offender and I told her that I should feel discouraged neither by age, nor size, but that there were a few things which would be decidedly disadvantageous in the eyes of the employer. They were not things for which either Providence or the teacher were responsible, but things which came within the province of the home. I then mentioned gum chewing, unclean teeth, the child's dress and hair.

Awkward and clumsy boys, over-confident boys, timid and self-conscious girls, over-dressed and under-educated girls, each type must be studied at close range. The problem cannot be solved all at once. Sometimes a pupil comes to the office several times before I make any suggestion, and sometimes I make it during the first call. This phase of vocational guidance is closely related to character study and requires the same type of methods—those which can neither be explained nor taught.

SECTION III

Report of the Vocational and Attendance Departments 1915-16

SECTION III

Report of the Vocational and Attendance Departments 1915-16¹

There are three series of statistical tabulations included in this report:

I. Elimination Statistics.

II. Statistics indicating the volume and character of work passing through the Vocational Department.

III. Financial Statement.

I. ELIMINATION STATISTICS

One thousand one hundred seventy-three (1,173) pupils were eliminated from the system in 1915-16. This does not include 228 high school and 654 elementary school pupils who left the city permanently.

These statistics are encouraging, considering the growth of school population. During the three years of my service elimination reports show little variation.²

	Grades	High School	Total
1913-14.....	357	721	1078
1914-15.....	278	915	1193
1915-16.....	363	810	1173

Tables I. and II. indicate age, grade and retardation of eliminated pupils by sex. Assuming that all pupils who are 14 years of age or under are either normal or advanced in grade, which is not the case, we still have 45.9 per cent. of elementary girls and 68.1 per

¹ This report includes information relative to school leaving and labor permits and the employments entered by pupils receiving them. It does not include other features of attendance office work.

² I do not think absolute accuracy in reporting elimination has been attained, but each year the number of known inaccuracies has diminished and in time we should have absolute facts.

cent. of elementary boys retarded; 57.7 per cent. of high school girls and 62.5 per cent. of high school boys retarded.

Table I. Age, Grade and Retardation, Eliminated Pupils, 1915-16
Girls

Age	Grades							High Schools						Grand Total
	3	4	5	6	7	8	Tot.	9	10	11	12	P.G.	Tot.	
14 or under....	17	7	11	14	8	8	65	32	2	....	....	....	34	99
15.....	....	1	3	1	10	20	35	48	10	2	....	....	60	95
16.....	....	1	1	1	5	4	12	49	27	3	2	....	81	93
17.....	....	....	....	1	1	5	7	33	32	8	2	....	75	82
18.....	....	....	1	....	....	1	2	13	19	15	8	1	56	58
Over 18.....	....	....	....	....	....	....	....	6	9	8	4	11	38	38
Total.....	17	9	16	17	24	38	121	181	99	36	16	12	344	465

Table II. Age, Grade and Retardation, Eliminated Pupils, 1915-16
Boys

Age	Grades							High Schools						Grand Total
	3	4	5	6	7	8	Tot.	9	10	11	12	P.G.	Tot.	
14 or under....	21	8	6	10	17	14	76	24	2	....	....	....	26	102
15.....	....	2	4	14	25	55	100	58	8	....	1	....	67	167
16.....	....	....	4	6	9	37	56	56	25	4	2	....	87	143
17.....	....	....	....	1	2	7	10	35	47	11	6	....	99	109
18.....	....	....	....	....	....	....	....	15	17	16	10	....	58	58
Over 18.....	....	....	....	....	....	....	....	24	17	20	19	8	88	88
Total.....	21	10	14	31	53	113	242	212	116	51	38	8	425	667

Information incomplete on 41 cards.

Table III. gives the nationality of the same group with quite a large number unaccounted for. This information is of value only as indicating the various nationalities represented and the percentage of total elimination among American and foreign born. It would be of considerable additional value had we the data¹ to compare the percentage of total registration and of total elimination with reference to each national group.

¹ Our day school records should give the nativity and nationality of pupils and also the occupation of parents.

Table III. Nationality of Eliminated Pupils 1915-16

Nationality	Foreign Born Foreign Parents		Native Born Foreign Parents		United States		Total		Grand Total
	Grades	H. S.	Grades	H. S.	Grades	H. S.	Grades	H. S.	
United States—									
White.....					101	529	101	529	630
Negro.....					6	2	6	2	8
Germany.....	1	4	17	21			18	25	43
Sweden.....	4	3	10	28			14	31	45
Norway.....	3	3	15	19			18	22	40
Italy.....	6	2	5	1			11	3	14
England.....	1	4	10	13			11	17	28
Scotland.....		2	4	11			4	13	17
Ireland.....		1	7	5			7	6	13
Wales.....		1						1	1
Austria.....	1			4			1	4	5
Russia.....	5	4		6			5	10	15
Canada.....	5	6	5	19			10	25	35
Turkey.....	1	1					1	1	2
Holland.....				1				1	1
Denmark.....			6	9			6	9	15
Japan.....	3	11	1				4	11	15
Philippine Islands.....		5						5	5
Miscellaneous.....	7	2	4	7			11	9	20
Totals.....	37	49	84	144	107	531	228	724	952
Nationality not reported.....									221
									1173

Table IV. summarizes the reasons for elimination¹.

Table IV. Reasons Why Children Leave School

Reasons	Grades			High School			Grand Totals		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
Personal illness.....	24	13	37	126	71	197	150	84	234
Family illness.....	2	1	3	30	7	37	32	8	40
Economic pressure.....	38	83	121	65	116	181	103	199	302
Custom to leave.....	2		2		1	1	2	1	3
Indifferent, trouble, dislike.	5	17	22	42	29	71	47	46	93
Enter other schools.....	23	24	47	31	18	49	54	42	96
o marry.....	3		3	8	1	9	11	1	12
Not pass, too large, dis-									
courage, misfit.....	7	32	39	13	11	24	20	43	63
Learn trade.....		3	3		7	7		10	10
Prefer to work.....	10	31	41	54	102	156	64	133	197
Forced by parent.....	1		1	6	3	9	7	3	10
Other reasons.....	27	44	71	17	25	42	44	69	113
Total.....	142	248	390	392	391	783	534	639	1173
Grand Totals.....	1173						1173		

¹ We are still using the School Leaving Blank which was originated for securing elimination data for "Seattle Children." It has been out of date for some time but owing to the fact that there was quite a supply in stock we have continued to use it. The supply is now exhausted and the blank should be reorganized to correspond to the development of the service which it was instituted to render.

In comparison with statistics for 1913-14, we find several rather remarkable variations which would make an interesting study were there not great probability that much of the difference is due to *interpretation* of causes rather than to actual *change* in causes.

Our office visited the homes of 446 of these pupils, 159 from the grammar school and 287 from the high school. Two hundred sixty-three (263) called at the office for consultation before we had time to visit the home. The causes of elimination for pupils in these two groups were secured and interpreted by us personally. The causes of elimination for the remaining 464 were taken from the school statement. Our report for 1913-14 was based entirely on personal visits and, in so many instances, we found the school reason to be so different from the real reason that we are inclined to question the validity of some of the causes assigned for elimination.¹

Personal illness, as a cause of elimination, appears to have increased rather remarkably. As it was a favorite reason two years ago, but was so rarely verified by home visits, I am inclined to question the statistics. We called recently at a home where the reason for elimination was "illness." Our inquiries as to the daughter's health were most amusing to the mother. She allowed us to interview a stout, healthy girl who had never been ill a day in her life.

Economic pressure appears to have decreased in the grades and to have remained unchanged in the high school. These statistics seem logical because, although economic pressure in the home may not have decreased, the minimum wage law has tended to deny employment to many grammar school pupils. This is especially true regarding girls. Statistics for boys and girls indicate the same facts.

Trouble in school has diminished, while preference

¹ The importance of checking school reasons by home visitation was discussed in "Seattle Children in School and in Industry."

for work has increased. I interpret this as a mere transference of cause from one group to the other.

To enter other schools has increased from 26 in 1913-14 to 96 for the current year. This factor in elimination should be watched another year. I have not sufficient data to warrant interpretation.

A smaller number left to learn trades. This is decidedly interesting in connection with the changes in economic conditions and in comparison with actual facts regarding apprentice statistics. Of the 19 who left to learn a trade in 1913-14, 10 were girls. This year no girls left for the same purpose. In 1913-14, nine boys left for this purpose, four of whom were grammar school boys. This year 10 boys have left for trade training, but seven of the number were high school boys.

Our own placement records show a considerable increase in the number of boys entering trades. The industrial situation in Seattle for the last few months is sufficient explanation on one side. On the other side, it may be accounted for by the fact that we have offered boys, who were recommended for trade abilities, all the encouragement we could to prepare for skilled workers.

PERMITS

A certain number of pupils, who are under the control of the compulsory education law, drop out each year and seek employment with the permission of the Superintendent.¹ Others, beyond the reach of compulsory education, secure labor permits. A few who attend school regularly have labor certificates for after school and Saturday employment. Occasionally, a school leaving permit is granted for physical reasons.

Table V. shows the total number of permits of all classes granted by the attendance office this year.

¹ The cause is always economic pressure.

Table V. Permits Granted¹ 1915-16

	Boys	Girls	Total
Labor permits.....	17	47	64
School leaving.....	34	9	43
Vacation.....	15	17	32
After school and Saturday.....	4	1	5
Health.....	1	4	5
Total.....	71	78	149

Four permits were granted which were unnecessary.

Tables VI. and VII. give age, grade and retardation of permit pupils. These statistics may be compared with similar facts for both 1913-14 and 1914-15. The conclusions are decidedly interesting because they illustrate in part the influence of the wage laws. In 1913-14 the wage laws had no opportunity to influence child labor and there were 277 permits granted. Two years later with sufficient time to feel the influence of the laws, we find 149 permits issued.²

Still more significant is the variation in sex numbers receiving permits in the two years. In 1913-14, 162³ girls and 115 boys received permits, while in 1915-16 the statistics for girls are 78 and for boys 75. In 1913-14, 113, out of 154 girls, came from the grammar school, with the largest percentage from the eighth grade. This year the largest percentage comes from the high school and is just under 16 years of age.

¹ Permits issued for the summer vacation 1915-16 are omitted as the report was made July 1, 1916.

² I hardly think there is an actual difference of 128. In 1913-14 each permit received a different number whether it were an original or a renewal. This year each individual has a different number and renewals are indicated by exponents. Moreover, a shorter period of time is covered in 1915-16 and labor conditions had altered materially.

³ We would naturally expect more permits among girls because the age exemption is 16 years, while for boys it is 14.

Table VI. Summary of Age, Grade and Retardation on Receiving Permits

[illegible]

Table VII. Summary of Age, Grade and Retardation on Receiving Permits

Grade	Boys						Girls						Grand Total
	10	12	13	14	15	Total	10	12	13	14	15	Total	
4.....	1*	2	1	.....	.....	4	.....	.....	.....	.....	.....	.....	4
5.....	.....	1	1	.....	.....	2	1	.....	1	1	.....	3	5
6.....	.....	1*	7	12	2	22	.....	.....	1	4	3	8	30
7.....	.....	.....	7*	15	1	23	.....	.....	2*	8	8	18	41
8.....	.....	.....	7	7*	3	17	.....	.....	.....	3*	14	17	34
Special.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	1	1
Unknown.....	.....	.....	4	.....	.....	4	.....	.....	1	.....	.....	1	5
High School.....	.....	.....	3	.....	.....	3	.....	.....	1	3	26	30	33
Total.....	1	4	30	34	6	75	1	.....	7	19	51	78	153

Interpreted in the light of the wage laws, these facts mean that, in some lines of work formerly employing girls from the grammar school, boys are now being used. It also means that the grammar school girl is worth the \$6.00 wage in very few lines and is being supplanted by the high school girl under, or over, 16 years of age.

I can hardly pass this subject without calling attention to the new demand which I believe the wage laws are going to make on our educational system. During the last year I have had calls from a number of very bright little pupils, boys and girls both, who had completed the grammar school at 13 or 14 years of age. Their parents did not wish them to attend high school and their wage-earning ability was an important consideration in the home. What shall we do with these potentially efficient wage earners? As it is they remain at home neglecting both educational and vocational progress, probably to be less alert mentally at 16 years of age than they are at 14. I regard this matter as worthy of serious attention. Some would probably offer the Junior High School as a remedy: others would insist upon definite vocational training. One or two other methods of solution have occurred to me but I have not yet studied the problem carefully enough to warrant recommendations.

Table VIII. is decidedly interesting along the same lines as is the age and grade table.

VIII. Occupations of Permit Children 1915-16

Permits Sept. 1, 1915, to June 30, 1916

Occupation	Grades		High School		Total	
	Boys	Girls	Boys	Girls	Boys	Girls
Delivery and messenger	17	.....	.....	.....	17	.....
Store and inside delivery	26	26	2	17	28	43
Office	2	.....	1	4	3	4
Trade	7	2	.....	.....	7	2
Laundry	1	1	.....	.....	1	1
Labor	5	.....	.....	.....	5	.....
Factory .....	.....	4	.....	8	.....	12
Street trade .....	.....	.....	.....	.....	.....	.....
Newspaper	1	.....	.....	.....	1	.....
Golf links	1	.....	.....	.....	1	.....
Mill	1	.....	.....	.....	1	.....
Library .....	.....	.....	.....	.....	.....	.....
Telephone .....	.....	.....	.....	1	.....	1
Domestic .....	.....	4	.....	.....	.....	4
Miscellaneous	6	.....	.....	.....	6	.....
No work	5	11	.....	.....	5	11
Total	72	48	3	30	75	78

The number of high school girls employed in department stores has increased from six in 1914-15 to 17 in 1915-16. The number of laundry workers has decreased owing to the state law which forbids the employment of girls under 18 as "shakers." Boys were tried for this line of work when the law first went into effect but they were not satisfactory and older girls are used almost entirely now. There is little call for the very young anywhere at \$6.00 a week.

We are offering no wage tables this year as there are definite legal requirements in all the employments entered by our pupils. In 1913-14, we found the *aver-*

age initial wage of grammar school girls to be \$5.10 and of high school girls to be \$7.08. For grammar school boys, it was \$6.07 and for high school boys, \$7.76.

At the present time, the legal requirements for both sexes under 18 are \$6 a week in nearly all lines. The office wage is \$6 under 16, and \$7.50 between 16 and 18.

Comparison of the two groups of statistics, assuming that there are no law violations, would prove conclusively that the minimum wage rulings had tended to lower rather than to increase the average wage for minors. It has undoubtedly raised the wage of the majority of individuals, but it has lowered the wage of our few superior pupils who were above the average standard of efficiency. There are other interesting facts in connection with the influence of the wage law. I mention one or two which will indicate the type of information which we receive on this subject. The wage laws for minors are identical for boys and girls. This means that few boys get over \$6 or \$7.50 while under 18. The moment they are 18, the hand of the law is removed and they can control their own labor sale while the girl cannot. Boys over 18 are frequently found working for \$5 or \$6 a week, while the law requires \$10 for a girl of similar age. Naturally the boy takes the position away from the girl.¹

Girls who complete the high school course are usually about 18 years of age at graduation. The wage laws recognize them as adult workers and force them to compete for positions with the older, experienced woman who is entitled to the same wage. This has resulted in many girls working without any wage in order to get a "tryout." There are many different ways in which the wage law is effectively chloroformed without the slightest risk of violation.²

¹ This was most emphatically true during the recent financial depression. It is less true now as there is more of a demand for adult male labor.

² Neither our department nor the attendance department issues labor permits for employment at less than the minimum.

Another type of girl who suffers from the provisions of the law is the one who is most desirable between 16 and 18, or 17 and 18, at the minimum of \$6, but who becomes undesirable at \$10 when she is 18. The tendency of the law is to force the girl to remain in school until about 16 years of age, between 16 and 18 there is a tendency to draw her out of school, because of the ease with which she can secure employment!¹ After 18 it is most difficult for our high school graduates to secure any line of employment without definite vocational experience.

II. VOCATIONAL STATISTICS²

From year to year the character and volume of work passing through any vocational office should be carefully tabulated in order to understand correctly the changes in vocational demand and therefore to institute corresponding changes in methods of work. Business life is progressive. Unless the vocational department can forecast, as well as keep up with, this progress, it cannot hope for business co-operation.

Table IX. classifies the material side of our vocational work at the office for 1915-16, showing the difference in character and volume of work for each month.

¹ Girls between 16 and 18 are in demand.

² Covering the period from September 1, 1915, to June 20, 1916, when we were obliged to close the office in order to make the report for July 1st.

Education includes purely educational calls—the type of educational guidance which will eventually be done by the teaching corps. *Vocational Education* includes vocational guidance in either the general or the special field. *Vocational Employment* comprises pupils who call for advice on occupations and includes vocational placements made by the office. *Employment* is a somewhat misleading term. It applies to all pupils who call for permits, those who call to report on their progress in industry or who seek advice as to occupational readjustment, and those who desire student aid.¹

The full volume of work including the office calls tabulated in Table IX. is as follows:

		Total
Office interviews.....		2727
Parents and children.....	2210	
Teachers.....	447	
Employers.....	70	
School interviews.....		1409 ⁽²⁾
Visits to business houses.....		67
Home visits.....		606
Day school.....	446	
Foreigners.....	160	
Visits to evening schools.....		14
Public addresses.....		131

This means 4,136 personal interviews at the office and school, and 606 home visits in addition to the calls at business houses and public addresses.

When one realizes that this demand has been met with only the help of a stenographer for clerical work, and 74½ days of assistance from a temporary worker³ it is not difficult to understand why I am leaving the

¹ Appendix IV. contains a list of placements of both classes—Vocational Employment and Student Aid. This phase of the work has been minimized because we believe it tends to lower the standard of real vocational guidance. It is the phase of our work which is most generally misunderstood.

² Twelve hundred and seventy-one of these interviews were with newsboys as a basis of our study soon to be completed, "Newsboys in the Public Schools."

³ Personally I am under great obligations to Mrs. Crickmore, who has rendered an unusually high class of service in a position where salary was limited by an \$1,800 appropriation and where employment was therefore intermittent and often decidedly inconvenient.

office without having completed the "Newsboys in the Public Schools."

III. FINANCIAL STATEMENT

During 1913-14 and 1914-15, no expense was incurred by the Board other than that incidental to the publication of the Report.

Ability to meet the full demands of the broadened investigation single-handed was not to be expected. Were scientific conclusions to be reached, records must be kept; the teaching corps must be informed and utilized; considerable research work must be done on allied school lines and in the industrial field; current literature must be reviewed lest benefit of other experiments be lost; personal interviews must be maintained and a follow-up system established.

The sum of \$1,800 was appropriated for office and telephone rent, office supplies and stenographic assistance. This sum is accounted for in this section of the report. Taken in connection with the volume of work passing through the office, the research work accomplished, and the number of addresses given, I feel assured that we have accomplished a maximum of work with a minimum of investment.

The following are the expenditures for the year ending June 30, 1916:

Salaries of stenographer and visitor.....	\$1,271.64
Stationery, printing and office supplies.....	243.58
Telephone.....	45.60
Rent.....	180.00
Total.....	<u>\$1,740.82</u>

APPENDIX I.**Part I.****Bibliographies of Vocational Guidance**

- U. S. Bureau of Education. Monthly record of current educational publications. Washington, D. C.
Bulletins of the Russell Sage Foundation on social and sociological subjects.
Bulletins of the Public Affairs Information Service. White Plains, N. Y.
Bulletins of the National Society for the Promotion of Industrial Education.
Child Welfare Surveys and Bibliography. Extension Division Bulletins, University of Iowa.
Technical Education Bulletins. Bureau of Publications. Columbia University.
A Vocational Guidance Bibliography, Bulletin No. 12, California State Board of Education.
Bulletin of Grand Rapids Public Library.
Bulletins of the Seattle Public Library.
Bulletin B. Vocational Guidance—Chicago Association of Commerce.
Bibliography National Child Labor Committee.
Publications of the American Labor Federation.
Publications of the Chicago School of Civics and Philanthropy.
Monthly Bulletins of the Carnegie Library.
Choosing an Occupation—issued by the Brooklyn Public Library.
Committee Reports—National Association of Corporation Schools.

Part II.**A List of Organizations Engaged in Vocational Guidance**

- Alliance Employment Bureau, New York City.
Central Committee on Vocational Guidance, Manhattan, N. Y.
Chicago Woman's Club, Chicago, Ill.
Collegiate Bureau of Occupations, Chicago.
Co-operative Employment Bureau, Providence, R. I.
Co-operative Employment Bureau of Ohio, Cleveland.
DeWitt Clinton High School, New York City.
Girls' Trade Education League, Boston.
Intercollegiate Bureau of Occupations, New York.
Manhattan Trade School for Girls, New York City.
Newton High School, New York City.
Roxbury Placement Bureau, Boston, Mass.
Students Aid Committee, Brooklyn.
Vocation Bureau of Boston.
Vocational Guidance Committee, Hartford, Conn.
Women's Educational and Industrial Union, Boston.
Young Women's Christian Association.

APPENDIX II

Seattle Public Schools

To..... Date.....

We are sending.....to consult you regarding employment
 is.....years of age, has been a pupil in the Seattle Schools for.....years and
 has completed..... The teaching corps estimates.....character and
 ability as follows:

Health	Scholarship	Co-operation
Reliability	Perseverance	Courtesy
Initiative	Accuracy	Alertness
Promptness	Personality	Ambition
Special Ability	Marked Deficiency	

If you engage.....will you please sign and return this blank to us, retaining the lower half un-
 til.....leaves your employ or until you have had an opportunity to estimate.....abilities. If
 you do not engage.....please return the blank unsigned.

Signature.....

Seattle Public Schools

To Employers:

Whenleaves your employ will you kindly estimate, according to the items enumerated below, the value as good, fair or poor which your house has placed on services.

We are asking this co-operation from employers for three reasons:

- (1) In order to ascertain how far our teaching corps is estimating character and ability on the same or on a different basis from that of the business house.
- (2) In order to enforce the state law which requires boys and girls between 15 and 16 years of age who have not completed the 8th grade to be either in school or at work.
- (3) In order to ascertain what percentage of the school product is able to make and maintain a creditable standing in the business world.

Resigned	Discharged	Laid off
Reliability	Perseverance	Co-operation
Initiative	Accuracy	Courtesy
Promptness	Personality	Alertness
Ambition	Special Ability	Marked Deficiency
Signature.....		
Date.....		

APPENDIX III.

U. S. Department of Labor
Bureau of Naturalization
Washington.

Nov. 1, 1915.

List of cities in Washington which are being furnished with Educational Record Cards.

	Total Population 1910	Foreign Born White Population 1910	Naturalization Papers Filed: F. Y. 1915	
			Declaration	Petitions
Everett.....	24,814	5,472	262	120
Roslyn.....	3,126	1,556	109	45
Seattle.....	237,194	60,835	1,900	834
Spokane.....	104,402	21,220	447	253
Tacoma.....	83,743	21,463	457	204
Walla Walla.....	19,361	2,361	63	36
Wenatchee.....	4,050	360	39	13
Total for the U. S.....	25,009,026	6,649,773	191,632	78,847

APPENDIX IV.

Placements by Office

		Placements by Office Permanent			Placements by Office Vacation and After School		
		Grade	High School	Total	Grade	High School	Total
Store.....	B.	6	2	8	1	.....	1
	G.	4	9	13	6	14	20
Office.....	B.	4	14	18	.....	.....	.....
	G.	1	7	8	2	1	3
Factory.....	B.	1	.....	1	.....	.....	.....
	G.	13	9	22	5	2	7
Domestic.....	B.	.....	.....	.....	.....	.....	.....
	G.	13	8	21	12	9	21
Trades.....	B.	27	6	33	.....	1	1
	G.	.....	.....	.....	.....	.....	.....
Messenger.....	B.	.....	.....	.....	5	5	10
	G.	.....	.....	.....	.....	.....	.....
Tutor.....	B.	.....	.....	.....	.....	.....	.....
	G.	.....	.....	.....	.....	1	1
Telegraph.....	B.	.....	1	1	.....	.....	.....
	G.	.....	.....	.....	.....	.....	.....
Farm.....	B.	1	.....	1	.....	1	1
	G.	.....	.....	.....	.....	.....	.....
Page.....	B.	.....	.....	.....	.....	1	1
	G.	.....	.....	.....	.....	.....	.....
Library.....	B.	.....	4	4	.....	2	2
	G.	.....	.....	.....	.....	.....	.....
Laundry.....	B.	2	.....	2	.....	1	1
	G.	.....	.....	.....	.....	.....	.....
Total.....		72	60	132	31	38	69

Placements by High Schools

	Boys		Girls		Total
	Permanent	Temporary	Permanent	Temporary	
Commercial.....	12	3	16	9	40
Miscellaneous.....	.....	5	.....	.....	5
Domestic.....	.....	.....	37	22	59
Total.....	12	8	53	31	104

All placements of boys except one were made by Broadway.

Thirty-seven domestic placements were made by Broadway.

Fourteen domestic placements were made by Lincoln.

Eight domestic placements were made by Franklin.

Many domestic placements were for care of children by the hour and hence there is frequent repetition of names.



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